



THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

---

VOL. XIII., No. 1.

JANUARY, 1933.

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Seventieth Session of the  
Council.

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*





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## I.—SUMMARY OF THE MONTH.

January, 1933.

The activities of the League during January included the seventieth session of the Council and meetings of the Committee of Nineteen, the Bureau of the Conference for the Reduction and Limitation of Armaments, the Preparatory Commission for the World Economic and Monetary Conference, the Financial Committee, the Committee studying the existing system of elections to the Council, and two Sub-Committees on the Suppression of the Traffic in Women and the Protection of Children and Young People.

The Committee of Nineteen of the Special Assembly, upon the failure of its attempts at conciliation in the Sino-Japanese dispute, decided, while continuing its negotiations with the parties, to begin the preparation of the draft report contemplated in Article 15, paragraph 4, of the Covenant. The Council, which met on January 25th, and was still in session at the end of the month, heard the views of the Governments of the United Kingdom and Persia on the cancellation of the concession of the Anglo-Persian Oil Company. It kept in touch with the Committee of Neutrals which was dealing with the Bolivia-Paraguay dispute, while new suggestions were being considered by its special Committee, and reviewed the incidents that had arisen between Colombia and Peru in the Port of Leticia. A special Council Committee met to examine difficulties which had arisen in connection with the plan of assistance to Liberia, more particularly by the declaration of a moratorium by the Liberian Parliament.

## II.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The Bureau of the Conference for the Reduction and Limitation of Armaments met from January 23rd to January 31st, 1933.

It examined the report of the Drafting Committee\* which it had instructed on November 15 to prepare, on the question of supervision, texts which might be embodied in the draft Convention. The Bureau, after amending the texts, referred them to the General Commission, subject to reservations submitted by certain delegations.

The question of immunity for those denouncing breaches of the provisions of the Convention was referred for further study to a drafting Committee, presided over by M. Politis, and

At the Disarmament Conference a new programme of work was submitted by the United Kingdom Government with a view to embodying in a convention the proposals which might prove acceptable to the various delegations.

The Committee appointed to study the existing system of elections to the Council discussed ways and means of enabling certain States which do not form part of any group of States to be represented on the Council.

The Preparatory Commission completed its task of drawing up an annotated agenda for the World Economic and Monetary Conference. Among the measures which the Commission considered to be essential to economic recovery were the restoration of an effective international monetary standard, a rise in the level of the world commodity prices, the abolition of exchange control measures, and a greater freedom of international trade.

The Council authorised the appointment of the trustees for the loan to be issued in execution of the Austrian Protocol of July 15th, 1932, reviewed the work of the Financial Committee bearing on the position of Austria, Bulgaria, Greece, and Hungary, and approved an agreement for technical advisory co-operation between the League and the Roumanian Government.

The Council further noted the report of the Mandates Commission on the administration of the territories under mandate and on the general question of economic equality. It fixed the date of the first meeting of the General Council of the International Relief Union.

consisting of representatives of Germany, Belgium, the United Kingdom, Spain, France, the United States, Italy and the Netherlands.

The Bureau then dealt with the replies returned by the Special Committee on Chemical, Incendiary and Bacterial Weapons to the questionnaire which had been submitted to it.†

Certain of the conclusions of the Special Committee were adopted in principle and referred to a drafting Committee composed of the representatives of France, Germany, the United States, and the rapporteur, M. Rutgers. The Chairman of the drafting Committee was M. Politis, Vice-Chairman of the General Commission.

\* See Monthly Summary, Vol. XII, No. 11, page 320.

† See Monthly Summary, Vol. XII, No. 11, page 320.

The examination of other points was adjourned (establishment of the use of chemical and bacterial weapons and sanctions).

The Bureau, to which new proposals framed by the British delegation had been referred,\* decided that the discussion of the French Memorandum, originally fixed for January 31st, should begin on February 2nd.

The Technical Committee of the National Defence Expenditure Commission, under the chairmanship of Mr. Lyon (United Kingdom), has continued the drafting of its report to the Expenditure Commission.

The Sub-Committee on the Private Manufacture of Arms, appointed by the Committee for the Regulation of the Traffic in Arms and the Private and State Manufacture of Arms and Implements of War, under the chairmanship of M. Komarnicki (Poland), has drawn up a list of the questions with which it will deal.

1. Suspension of the Convention in time of war;

2. Authorised categories of arms;

3. Categories of prohibited arms;

4. Stipulations relating to prohibited arms,

5. Publicity in respect of capital invested in the armaments industries;

6. Statistics concerning the manufacture of armaments;

7. Secrecy of war inventions

\* \* \*

#### ARMAMENTS TRUCE.

The German Government has announced, in a letter communicated to the Bureau on January 25th, that it accepts the prolongation of the Armaments Truce up to February 28th, 1933.

#### DRAFT PROPOSALS BY THE UNITED KINGDOM DELEGATION.

At the request of the United Kingdom delegation, the Secretary-General has the honour to circulate to the members of the General Commission the following draft proposals:

His Majesty's Government in the United Kingdom desire to suggest that it would be advisable, as soon as the general discussion of the French Plan has been completed in the General Commission, to agree on a programme of work which would enable the Conference to embody in a Convention the proposals made by various delegations since the opening of the Conference. With that object, they suggest that the Bureau should submit to the General Commission a resolution containing directions

for the ordering of the work, and they offer for consideration the following draft of such a resolution:

"The General Commission decides that the future work of the Conference should be conducted on the following lines, the direction of the work being placed in the hands of the Bureau:

#### " I.

"The aim of the Bureau should be to organise without delay practical discussion of the following topics, with the object of framing a Convention or Conventions embodying them so far as they are ultimately approved:

"(1) A solemn affirmation, to be made by all European States, that they will not in any circumstances attempt to resolve any present or future differences between them by resort to force.

"(2) The immediate study by the Continental European States with a view to their mutual security of the possibility of reaching political arrangements defining the conditions in which each of them will be entitled to the co-operation of the other contracting States.

"(3) The application of the principle that the limitations on the armaments of Germany and the other disarmed States shall be contained in the same Disarmament Convention as that which will define the limitations on the armaments of others, so that the articles in Part V of the Treaty of Versailles, which at present limit Germany's arms and armed forces, and the corresponding provisions of the other Peace Treaties, would be replaced by the Disarmament Convention as far as the disarmed States are concerned.

"(4) The application of the principle that the newly expressed limitations in the case of Germany and the other disarmed States shall last for the same period and be subject to the same methods of revision as those of all other countries; and the embodiment in the Disarmament Convention of an undertaking on the part of the signatory States to enter upon negotiations in due course before the expiry of this Convention with a view to concluding a new Disarmament Convention for the purpose of further adjustment of armaments.

"(5) The embodiment in the Convention, as regards war material, of the principle of qualitative equality, and the provision for the realisation of such equality, if not immediately after its entry into force, then by specified stages. The reduction of the armies of the Continental European States to a

\* The text of these proposals is annexed to this article.

uniform general type of organisation would have to be considered in this connection.

## " II.

### " A. *Security.*

" The Political Commission should be instructed at once to study the methods of giving effect to point (1) above

" A Committee of the Continental European States should be immediately constituted to examine point (2) above.

### " B. *Disarmament*

" (a) *Effectives.*—The Bureau shall at once undertake the following work :

" (i) In accordance with the plan for the calculation of land forces contained in the proposals of President Hoover, compute the totals of personnel of the ' police component ' (the irreducible component) of the existing land forces of each country, both metropolitan and overseas. For this purpose it shall instruct the Effectives Committee to make to it within . . . days recommendations concerning the ratios to be employed in this calculation. If within that time the Effectives Committee has been unable to reach a unanimous recommendation, it must report fully to the Bureau the state of its discussions, and it will be for the Bureau to take a definite decision

" (ii) Agree upon the percentage by which the ' defence component ' (the excess over the ' police component ') of each State shall be reduced, such reduction to be effected by a certain date or dates to be specified.

" (iii) Determine the stages and methods by which Continental European armies may be brought into harmony with the general type of organisation adopted (see I (5)) For the discussion of this point, the Bureau may require the Effectives Committee to submit recommendations.

" (b) *Land War Material*—The Bureau shall :

" (i) Fix the maximum tonnage of tanks ;

" (ii) Fix for the future the maximum calibre of mobile land guns ,

" (iii) Decide whether there should be a limitation of the number of tanks of allowed tonnage and of mobile land guns of allowed calibre ,

" (iv) If a limitation of the number of tanks is accepted, decide as to the disposal of tanks exceeding that limit.

" (c) *Air.*—The Bureau shall at once constitute a committee of representatives of the principal air Powers to examine the possibility of the entire abolition of military and naval machines and of bombing from the air, combined with an effective international control of civil aviation. As a preliminary to the decision to be taken by the Committee of Air Powers, the Bureau shall at once :

" (i) Fix the maximum unladen weight of military and naval aircraft ,

" (ii) Decide as to the disposal of machines exceeding that limit—whether they shall be scrapped, and, if so, the dates by which scrapping must have been effected ;

" (iii) Fix the number of machines not exceeding the unladen weight limit which may be allowed to each State.

" (d) *Naval Forces*—The Bureau shall fix the maximum tonnage and maximum calibre of gun for :

" (i) Capital ships ,

" (ii) Aircraft-carriers (if these are allowed to be retained or replaced) ;

" (iii) Cruisers ,

" (iv) Destroyers ,

" (v) Submarines (if these are allowed to be retained or replaced) "

## III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### I. EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL

The Committee appointed to study this subject in accordance with the Assembly's resolution of September 25th, 1931, met for its second session on January 30th. At its first session (July, 1932) it had merely taken measures to allow the Governments to place their views before it.

The appointment of the Committee is due to representations by the Government of Portugal

that the existing practice under which the nine seats on the Council which are filled by Members of the League elected by the Assembly are always held by the States to which eligibility is accorded by the Assembly or by States belonging to certain groups, has the effect of excluding from the Council States which do not belong to any of the groups

The Committee was in principle unanimous in considering that the existing situation is not satisfactory. The Portuguese Government had

suggested that another elective seat on the Council should be created. In view of the objections to increasing the size of the Council, the representative of the United Kingdom suggested that the existing groups might make room for members of what would become a new group of the at present ungrouped States by foregoing part of the representation on the Council which they at present enjoy. Various combinations were possible under which each of the existing groups could be represented as at present on the Council except for periods of one year at a time occurring at regular intervals, and the new group of the at present non-grouped States would also have one of its members on the Council except for periods of one year occurring at the same intervals as for the other groups. After an exchange of views on these suggestions, and on various proposals for changes in the method of conducting the elections, the Committee adjourned its discussion to a session to be held before the May session of the Council. It retained on its agenda a proposal of the Norwegian Government for the adoption of a system of proportional representation.

## 2. RATIFICATION OF CONVENTIONS CONCLUDED UNDER LEAGUE AUSPICES.

On January 24th the Secretary-General informed the Council that the findings of the second inquiry carried out under the Assembly's resolution of October 3rd, 1930, on the ratification of Conventions concluded under League auspices had been communicated to the Assembly, the Council, and the Members of the League.

He recalled that the Council had decided, when considering the results of the first inquiry made under the resolution, to forward the information obtained in the first instance to the various technical committees concerned with the conventions in order to enable them, should they think it desirable, to make proposals to the Council for action in regard to the conventions.

The Secretary-General asked the Council's authority to take the same course with regard to the results of the second inquiry, since no suggestion had been made by Members of the League for immediate action in respect of any convention.

The Council agreed to this procedure.

## 3. NATIONALITY OF WOMEN.

On January 24th the Council considered those provisions of the Assembly's resolution of October 12th, 1932, on the question of the nationality of women, which contemplate

action by the Council. By its resolution the Assembly had recognised the question to be in process of evolution; it had instructed the Secretary-General to obtain from time to time from the various States information as to the effect which they had found it possible to give to a recommendation of the Hague Conference of 1930 in favour of equal treatment of the sexes in regard to nationality, and it had requested the Council, on the basis of the information so obtained, to follow the development of public opinion in order to determine when such development had reached a point at which further concerted international action would be justified.

The Council agreed to accept the task conferred on it by the Assembly. It took the view that the information which is to be collected by the Secretary-General should be available for the Council by the date at which, under the provisions of the convention on nationality concluded at the Hague Conference, it may be the Council's duty to consider the question of revision of that convention. Accordingly the Council instructed the Secretary-General to write at once to the Governments asking them to send information of any changes which might be made in their laws in regard to the nationality of women, and further requesting that they would in any case be so good as to supply him, during the course of the year 1935, with statements as to the effect of their nationality laws upon the nationality of women.

## 4. INTERPRETATION OF THE CONVENTION CONCERNING THE EMPLOYMENT OF WOMEN DURING THE NIGHT.

The Council, on May 9th, 1932, at the request of the governing body of the International Labour Office, submitted to the Permanent Court of International Justice for an advisory opinion a question concerning the interpretation of the 1919 Convention on the Employment of Women during the Night.

The advisory opinion was given on November 15th, 1932.\*

The Council decided to communicate the Court's opinion to the Director of the International Labour Office.

## 5. INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

*Appointment of Members of the Governing Body.*

The Council, on January 26th, on the proposal of its Rapporteur, the Italian representative,

\* See Monthly Summary, Vol. XII, No 17, page 336

renewed, for a period of five years, the term of office of the members of the Governing Body of the International Institute for the Unification of Private Law, with the exception of that of M. Capitant, which will only expire next year.

The Governing Body will therefore be composed as follows. MM. Scialoja (Italy), Charman; Adachi (Japan), Capitant (France), Destree (Belgium), Fernandez (Brazil), Sir Cecil Hurst (Great Britain), Loder (Netherlands), Rabel (Germany), Rocco (Italy), Rundstein (Poland), Titulesco (Roumania), Unden (Sweden), Villegas (Chile), M. Felipe Sanchez Roman (Spain).

#### 6 INTERNATIONAL ENGAGEMENTS

##### *Registration of Treaties.*

Among the treaties and international engagements registered with the Secretariat of the League of Nations during January were the following:

A Pact of non-aggression between Poland and the Union of Soviet Socialist Republics (Moscow, July 25th, 1932), presented by Poland;

A Conciliation Convention between Poland and the Union of Soviet Socialist Republics (Moscow, November 23rd, 1932), presented by Poland;

A Convention between Belgium and Italy for avoiding double taxation and regulating certain other fiscal questions (Brussels, November 11th, 1931), presented by Italy;

A Convention between Great Britain and Northern Ireland and India and Italy on the establishment of air transport lines (Rome, May 16th, 1931), presented by Italy;

An Agreement between Italy and Czecho-

slovakia for the establishment and operation of a regular air line between Trieste and Prague (Rome, April 28th, 1932), presented by Italy;

An Exchange of Notes between Bulgaria and Norway embodying an arrangement for the abolition of the legalisation of certificates of origin and consular invoices (Ankara, November 5th, and Sofia, December 5th, 1932), presented by Norway;

An Exchange of Notes between the United States Government and Bulgaria embodying a provisional commercial agreement (Sofia, August 18th, 1932), presented by Bulgaria;

An Exchange of Notes between Greece and the Irish Free State embodying an agreement concerning commercial relations between the two countries (Athens, May 15th, 1930), presented by the Irish Free State;

Joint Declaration by France and Turkey concerning the better utilisation of the section of the Bagdad railway between Alexandretta and stations beyond Nissibin, together with a Protocol for the establishment of a new régime and the liquidation of the present system of operation (Ankara, October 27th, 1932), presented by France;

A Declaration between Denmark and Sweden concerning the exemption for ships navigating on the Øresund from the obligation to be provided with load line marks and load line certificates (Copenhagen, December 23rd, 1932), presented by Denmark;

An International Load Line Convention, with a Final Protocol and Annexes (London, July 5th, 1930), presented by the Netherlands;

An International Convention for the Safety of Life at Sea (London, May 31st, 1929), presented by the United Kingdom

### IV.—ECONOMIC AND MONETARY CONFERENCE.

#### MEETING OF THE PREPARATORY COMMISSION

The Preparatory Commission of Experts for the Economic and Monetary Conference, at its second session, held from January 9th to 19th, with M. Trip (Netherlands) as President, completed its task of drawing up an annotated agenda for the Conference.

During its first session (November, 1932) the Commission, in accordance with the indications furnished by the Lausanne Conference, the Council of the League and its Organising Committee, held a preliminary discussion, which led to provisional conclusions.

In the interval between the two sessions the members of the Preparatory Commission continued in their own countries the studies and

consultations considered essential for the definite drafting of the annotated agenda for the London Conference.

During its second session the Commission re-examined the problem as a whole and drew up the text of its report, which contains two parts. The first is subdivided into a preamble and chapter entitled "General Programme of the Conference" and the second consists of annotations to the agenda.

A summary of this report follows

\* \* \*

#### PART I.

In the *Preamble* the Preparatory Commission of Experts mentions first that it had been given the task of preparing a draft annotated

agenda. The gravity of the present situation is then emphasised. The number of workers unemployed has been estimated by the International Labour Office at no less than thirty million; wholesale prices have declined since October, 1929, by about one-third; world stocks of agricultural products and other raw materials continue to accumulate; industrial production has been drastically curtailed; the international flow of goods, hindered by currency disorders and restricted by the multiplicity of new governmental interventions, has been reduced to incredibly low levels, so that the total value of world trade in the third quarter of 1932 was only about one third of that of the corresponding period of 1929. Only a handful of countries now retain free and uncontrolled gold standard currency systems. Currency disorganisation, price declines, curtailment of trade have thrown into sharp relief the difficult problems of indebtedness with which many countries are confronted.

The Commission considers that further losses of ground cannot be contemplated without the gravest forebodings. Happily in some quarters there have recently been certain auguries of improvement. Thus, security markets in almost every country have for several months past shown a decided change for the better.

Nevertheless, economic recovery will be halting and restricted if unaccompanied by broad measures of reconstruction. Three years of world-wide dislocation have generated a vast network of restraints upon the normal conduct of business, throttling business enterprise and individual initiative. Defensively intended, and in many instances forced by unavoidable monetary and financial emergencies, these measures have developed into a state of virtual economic warfare. It is not only in the field of trade that this tension exists, but also in the delicate sphere of international monetary and currency relations and in the world capital markets where free international co-operation has given place to complex and harassing regulations designed to safeguard national interests.

"If a full and durable recovery is to be effected," says the Preparatory Commission, "this prevailing conflict of national economies must be resolved. . . ."

"In essence the necessary programme is one of economic disarmament. In the movement towards economic reconciliation, the armistice was signed at Lausanne, the London Conference must draw the Treaty of Peace. Failure in this critical undertaking threatens

a world-wide adoption of ideals of national self sufficiency which cut unmistakably athwart the lines of economic development.

"Such a choice would shake the whole system of international finance to its foundations, standards of living would be lowered and the social system as we know it could hardly survive. These developments, if they occur, will be the result, not of any inevitable natural law, but of the failure of human will and intelligence to devise the necessary guarantees of political and economic international order. The responsibility of governments is clear and inescapable."

B.—In the chapter of its Report entitled *General Programme of the Conference*, the Commission explains that its programme of reconstruction does not include the problem of inter-governmental indebtedness, because this problem lies outside its terms of reference. In its opinion, however, it is essential that this question shall be settled, and that the settlement shall relieve the world of its anxiety concerning the disturbing effects of such payments upon financial, economic, and currency stability.

"Until there is such a settlement, or the definite prospect of such a settlement, these debts will remain an insuperable barrier to economic and financial reconstruction. We therefore attach the greatest importance to the early resumption and successful conclusion of negotiations upon this problem."

The Commission then touches on the main questions for the Monetary and Economic Conference as suggested by the Lausanne Conference.

"It will not," says the Commission, "be possible to make substantial progress by piecemeal measures. A policy of 'nabbling' will not solve this crisis. We believe that the Governments of the world must make up their minds to achieve a broad solution by concerted action along the whole front. Action in the field of economic relations depends largely upon monetary and financial action and vice versa. Concerted measures in both fields are essential if progress is to be made in either."

After stressing the fact that the success of the London Conference will depend in great measure upon the preliminary negotiations on the items of the agenda, the Commission summarises the principal questions.

I.—In the field of monetary and credit policy the objective must be the *restoration of an effective international monetary standard*, to which the countries which have abandoned the gold standard can adhere. Each government must remain free to decide when and under what conditions it could accept such a standard after most careful preparation and every safeguard against such a restoration of the gold standard leading to a fresh breakdown. In



this respect, the Commission considers it would be useful to see whether measures can be taken with the co-operation of the central banks on the lines of the recommendations in the report of the Gold Delegation of the League to ensure a greater stability of price levels in the future.

II. The Commission notes that the unprecedented fall of *commodity prices* has caused a growing disequilibrium between costs and prices, immensely increased the real burden of all debts and fixed charges, made business more and more unprofitable, and resulted in a continuous and disastrous increase of unemployment. Deeming that some increase in the level of world prices would be the first sign of economic recovery, the Commission wonders what methods can be used to counteract the fall in prices. It considers that among the methods that should be envisaged are a general policy of easy money designed to promote a healthy extension of business, and, in the case of certain primary commodities where large stocks are overhanging the markets, such as wheat, the regulation of exports or production.

The Commission continues that any rise in prices which might be obtained by such means can naturally in the long run only be maintained by a general improvement of trade such as would follow from the abolition of present-day restrictions and the restoration of financial confidence.

III. The abolition of measures of *exchange control* is, in the Commission's opinion, an essential condition of world recovery, but such an abolition is only possible if there is a lasting balance in the budgetary system, and to secure such stability the governments concerned must make an effort to adapt their budgetary and economic systems. In some cases, however, these efforts will not be sufficient so long as there is a mass of short-term foreign debts, which may at any moment be withdrawn. The Commission also notes that the service of long-term foreign debts might entail great difficulties which must be examined with much care. The main objective must be to restore the confidence of the foreign lending markets, and this depends largely on the future level of prices.

The Commission considers that if appropriate action is taken on these points the markets of the creditor countries may soon be in a position to resume lending operations, but fearing that the return of international confidence may be a slow process, it says that governments should consider whether they cannot expedite the restoration of free exchanges by methods likely to put into active circulation resources at present immobilised, and thereby provide,

under appropriate conditions, stabilisation credits for the countries which require such assistance.

IV. The Commission considers that there must be *greater freedom of international trade*, and recalls that one of the most significant features of the present crisis is the fall which has taken place in the value and physical volume of world trade. To a certain extent this fall has been caused, and has certainly been intensified, by the growing network of restrictions which have been imposed on trade during recent years. Every country seeks to defend its economy by imposing restrictions on imports, which in the end involve a contraction in its exports. Such a policy leads to an increasing paralysis of international trade. Governments should set themselves to re-establish the normal interchange of commodities.

The Committee considers that every effort should be made to secure a general agreement for the progressive relaxation, and the complete abrogation at the earliest possible date, of the emergency measures—*prohibitions, quotas*—imposed on trade as a result of the crisis. In addition it will be necessary for the governments to pay attention to the question of *excessive tariffs* and to arrive at agreements for the moderation and stabilisation of tariff policies in the future.

The Commission is convinced that any action in the direction of a return to freedom of trade has an intimate bearing upon the stabilisation of currencies, as it is impossible to maintain an international monetary system except on the basis of an international economic system. "The great creditor nations have a special responsibility in this respect."

The Commission comments on the above programme as follows:

"In formulating this programme we have been dominated by the desire to find effective and enduring remedies for the present depression and for the unemployment which weighs so heavily on the whole world. We believe that partial remedies in this field will not be successful. What is needed is a comprehensive programme of world reconstruction, and this should be carried through as rapidly as possible so as to strengthen the forces which are now working towards recovery. We have here presented such a programme. We would not give the impression that the adoption of this programme could deliver the world at a stroke from the difficulties under which it is now labouring. But if the Governments are prepared to undertake it, and also to settle political questions which lie outside the scope of the Conference, we believe that confidence and prosperity can be restored."

\* \* \*

The Report then gives the following proposed agenda for the Conference :

- I *Monetary and Credit Policy.*
- II. *Prices*
- III. *Resumption of the Movement of Capital.*
- IV *Restrictions on International Trade.*
- V *Tariff and Treaty Policy.*
- VI. *Organisation of Production and Trade.*

## PART II

The Second Part of the Report consists of 'Annotations to the Agenda.' This contains the Commission's observations on the various problems raised by the main questions in the Agenda.

The Table of Contents of this part of the Report runs as follows :

### I. Monetary and Credit Policy :

1. Conditions under which a restoration of a free international gold standard would be possible.
2. Currency policy to be followed prior to such restoration.
3. Functioning of the Gold Standard :
  - (a) Relation between political authorities and Central Banks
  - (b) Monetary reserves :
    - (i) Lowering of cover ratios.
    - (ii) Gold Exchange Standard.
    - (iii) Other methods of economising gold.
    - (iv) Distribution of monetary reserves.
  - (c) Co-operation of Central Banks in credit policy.
4. Silver.

### II. Prices :

1. Disequilibrium between prices and costs.
2. Measures for restoring equilibrium.

### III. Resumption of the movement of capital :

1. Abolition of foreign exchange restrictions.
2. Existing indebtedness :
  - (i) Foreign short-term debts
  - (ii) Foreign long-term debts.
3. Movements of capital

### IV. Restrictions on international trade :

1. Economic causes and effects.
2. Exchange controls, clearing agreements, etc.
3. Indirect protectionism.
4. Possibility of abolition of restrictions.

### V. Tariff and treaty policy :

- A 1. Cessation of tariff increases.
2. Reduction of tariffs

3. Special aspects of the tariff problem.
4. Method of procedure.

### B Most-favoured-nation clause :

- (a) Permanent exceptions
- (b) Temporary exceptions.

### VI. Organisation of production and trade :

1. Economic agreements.
2. Wheat.
3. Other products.
4. Transport.

\* \* \*

The Organising Committee of the Council for the Economic and Monetary Conference met on January 25th, with Sir John Simon (United Kingdom) in the Chair, and, after noting the draft annotated agenda drawn up by the Preparatory Commission, asked the Council to communicate it to the States invited to the Conference. The proposed text is only a basis for discussion, the Conference being free to adopt it as it stands or to amend it.

Although convinced of the necessity not to delay the Conference, the Committee was unable to fix the date immediately. An interval of three months between the despatch of the annotated agenda and the opening of the Conference seemed essential. The opening date of the Conference will be fixed by the Organising Committee at a later meeting, which will take place as soon as possible and, in any event, within a period of three months.

The Organising Committee unanimously decided to propose that the Council should appoint Mr. Ramsay MacDonald, Prime Minister of the United Kingdom, as President of the Conference.

It recommended that representatives of the Economic Committee and Financial Committee of the League, of the International Labour Organisation, of the International Institute of Agriculture and the Bank for International Settlements should take part in the Conference in an advisory capacity. It also recommended that representatives of the International Chamber of Commerce should be asked to place themselves at the disposal of the Conference should their collaboration be judged desirable. The Committee further recommended that the various other international organisations should be allowed to make communications to the Conference in writing.

\* \* \*

On January 26th the Council took note of the proposals of the Organising Committee for the Economic and Monetary Conference and approved them.

## V.—THE TECHNICAL ORGANISATIONS.

## I THE ECONOMIC AND FINANCIAL ORGANISATION

(a) *Entry into Force of the Austrian Protocol of July 15th, 1932*

The Council, at the request of the Committee of Control of the Guarantor States of the Austrian Loan, instructed its President on January 28th, in agreement with the rapporteur and the Financial Committee, to proceed to the appointment of the trustees for the loan to be issued in execution of the Austrian Protocol of July 15th, 1932.\*

Article 2 of this Protocol contains the following provision :

The service and repayment of the whole of the loan shall be carried out on conditions to be laid down in the General Bond, under the control of one or more trustees appointed by the Council of the League of Nations, acting jointly.

The Committee of Control of the Guarantor States, which met at Geneva from January 12th to 14th, considered the conditions of the issue of the international loan contemplated in the Protocol of July, 1932. It laid down certain essential principles to which the provisions of the loan should conform. These principles are as follows.

1. The tranches guaranteed or provided by the several countries shall constitute parts of one and the same loan. There may be no discrimination on the part of the Austrian Government in the execution of its obligations in respect of the said tranches.

2. The guaranteeing Governments shall not be bound by any joint liability. The obligation of each of them shall relate exclusively to the part to be guaranteed or provided by it out of the total of the loan. No guarantor Government may be sued for the service or repayment of a bond of the loan not forming part of the tranche guaranteed by it.

3. The loan shall be concluded for twenty years. The Austrian Government shall be entitled to repay the loan in advance after ten years, on terms to be fixed by the Committee of guarantor States at the time of the conclusion of this transaction.

4. The net amount of the loan may not exceed three hundred million Austrian schillings calculated at the present legal gold parity.

\* Article 7 of Protocol 2 of October 4th, 1923, provides that the Committee of Control must be invited to give its previous approval to any loan issued by the Austrian Government.

The amount of each tranche in the currency of the issuing countries shall be determined, in the case of currencies convertible into gold, according to the gold parity of such currencies in relation to the gold schilling and, in the case of currencies not convertible into gold, at the rate of exchange of such currencies at a date, as close as possible to the date of issue, to be approved by the Chairman of the Committee of Control.

The costs arising in connection with the issue, negotiation, and delivery of each tranche of the loan shall be added to the capital of the several tranches.

5. The service of the interest on the loan and the repayment of the principal shall be exempt from all taxes, duties, or charges, present or future, established for the benefit of the Austrian State or any other Austrian authority.

6. The system of pledged securities in connection with the 1923-43 Loan shall be extended to the new loan subject to the grades of priority established in regard to the 1923-43 Loan, the 1930 Loan, and the Relief credits.

7. The terms of issue of each tranche (rate of interest, costs, price of issue, etc.) shall be fixed in the separate agreements relating to the said tranches to be approved previously by the Government guaranteeing the issue.

(b) *The Work of the Financial Committee.*

The Financial Committee during January devoted special attention to the position of Austria, Bulgaria, Greece, Hungary and Roumania.

An agreement was reached for technical advisory co-operation between the Roumanian Government and the League.

On January 28th the Council took note of the Financial Committee's report and approved this agreement.

\* \* \*

The Financial Committee, in the general part of its report, observed that the difficulties which confronted the various countries with which it was in relation were mainly due to causes over which they had but little control. In those circumstances, action undertaken separately could not secure an adequate solution. As the Preparatory Commission for the Monetary and Economic Conference had just pointed out, it was necessary to "achieve a broad solution by concerted action along the whole front."

1. *Austria*.—In Austria the situation was improving. Confidence was being restored, thanks to the entry into force of the Protocol of July 15th, 1932, the conclusion of an agreement regarding the Credit-Anstalt and the energetic action taken by the Austrian financial authorities.

So far only the Governments of the United Kingdom, France and Italy had ratified the Protocol. The Financial Committee considered that it was of great importance for other Governments, and particularly those which had guaranteed the 1923 loan, to participate in the guarantee of the new Loan, so as to allow Austria to complete her programme of credit consolidation.

The rapporteur informed the Council in this connection that the Swiss Federal Council, which in 1922 had participated in the reconstruction work in Austria, had decided to associate itself also in the new action to be taken to help that country. The Swiss share had been fixed at 8,000,000 schillings, which brought the total participation promised up to 246,000,000 schillings.

Since the beginning of the current year transfers on account of certain of the principal Austrian loans, and especially of the 1923 loan, had been resumed, so that no default had occurred on the coupons of those loans.

2. *Bulgaria*.—The deficit in the Bulgarian budget was increasing, and the position of the Treasury had become very serious. Nevertheless, the Committee did not think that every possible effort had yet been made to secure certain reductions in expenditure and a better yield from taxation.

The Bulgarian Government, on December 12th last, had recognised the necessity of close co-operation with the organs of the League of Nations at Sofia, especially in connection with the preparation of a programme of financial reforms containing provisions designed to strengthen the control of the Finance Ministry over all public expenditure.

The Financial Committee proposed that the Council should prolong the authorisation accorded to the Bulgarian Government for a supplementary issue of 300,000,000 leva of Treasury bills, and to authorise a further supplementary issue up to 200,000,000.

3. *Greece*.—The Financial Committee considered that the financial and monetary situation in Greece gave grounds for the gravest anxiety. The budgetary problem was closely connected with monetary policy and even appeared to dominate the situation. The Greek representatives, attending the meetings of the Financial

Committee, had been unable to indicate what reforms were proposed to remedy the situation.

4. *Hungary*.—The Finance Minister of Hungary had made a statement to the Financial Committee on the programme of financial reforms which the Government proposed to carry out in the near future. As the situation had grown worse since the Financial Committee's last session, these reforms should have the full support of public opinion.

The Financial Committee emphasised once more that it was necessary for countries which, in regard to their foreign debts, were in the position of Hungary, to keep in touch with their creditors. That was the only way in which a solution of their difficulties could be amicably studied, and unilateral decisions, so harmful to the credit of those countries, avoided.

5. *Roumania*.—As a result of the request for technical assistance made by the Roumanian Government to the League, an agreement has been reached between the Financial Committee and that Government.\*

This agreement, which aims at the re-establishment of a balance between current expenditure and revenue and the progressive introduction of reforms in financial administration, provides for the appointment by the Roumanian Government, on the recommendation of the Council of the League, of an expert in financial matters, a treasury expert, an expert on budgetary questions, and a chartered accountant. Further, the Council of the League must appoint, in agreement with the Roumanian Government, a financial adviser, who will co-ordinate the work of these various experts and keep the Council informed of the execution of the programme of reform.

The agreement provides that the plan of collaboration between the Roumanian Government and the League shall be established for a term of four budgetary years, ending on March 31st, 1937.

It is understood, however, that, if this plan is carried out in full before the end of that period, and if it results in financial stability and in a smooth and efficient working of the administrative machinery, the parties to the agreement may consider advancing the date at which the collaboration will terminate.

Further, the Council may recall the financial adviser or any of the experts, if at any time it decides, on the advice of the Financial Committee, that their maintenance no longer serves any useful purpose.

The Financial Committee, in submitting

\* See Monthly Summary, 1932, Vol. XII., No. 10, page 287.

the draft agreement to the Council, emphasised that it was different from those concluded with other States for the financial reconstruction of certain countries. Roumania had not asked for financial assistance, but for technical advisory co-operation in the financial sphere between its authorities and the League.

The Rapporteur, M. Brandland (Norway), submitting to the Council the Financial Committee's conclusions, observed that Roumania, whose contributions to the work of the League had always been highly appreciated, hoped, by means of the agreement, to secure advice and technical support such as would help it to meet the serious difficulties of the present moment and thus open up future channels for the country's development. This was a new departure in the sphere of international assistance.

The representatives of Italy, France, Germany, the United Kingdom, and the Chairman of the Financial Committee emphasised the novelty of the agreement in that it provided for assistance to be given by the League to a State which was not seeking financial relief but technical advisory co-operation.

The Roumanian representative observed that the present crisis had taken Roumania by surprise in the midst of her efforts to restore her economic and financial situation. Resolved to defend her vital interests within the framework of the great international concerns, Roumania had considered that the best method she could adopt to achieve effective financial and economic reconstruction was to apply to the League with a view to the preparation and carrying out of a programme of reforms.

The Roumanian representative was glad to be able to adhere on behalf of his Government to the text of the agreement.

The Council, in approving the agreement, expressed the hope that the co-operation between the League and Roumania would prove successful.

#### (c) Committee on Tobacco.

As a result of the request submitted on October 1st, 1932, by the Commission of Inquiry for European Union and a recommendation previously made by the Conference of Stresa, the Council, on October 12th last, requested the Bureau of the Economic Committee to submit to it proposals as to the composition of a committee to undertake the examination of the tobacco problem.\*

The Bureau of the Economic Committee considered that the Committee on Tobacco

should include the representatives of the three tobacco exporting States: Bulgaria, Greece and Turkey; the representatives of the monopoly States: Austria, Czechoslovakia, France, Hungary, Italy, Poland, Sweden and Yugoslavia; and the representatives of certain countries without the monopoly system which had established certain fiscal and customs provisions appearing to discriminate against the tobacco exports of Bulgaria, Greece and Turkey—viz., Germany, Belgium, the United Kingdom and Switzerland.

On January 24th the Council noted and approved the proposals of the Bureau of the Economic Committee.

#### (d) Appointments.

##### (i) Financial Committee: Resignation of M. Tanaka, and appointment of M. Shozo Shimawaya.

The Council, on January 28th, noted the resignation of M. Tanaka (Japanese), Member of the Financial Committee.

The Council thanked M. Tanaka for his services to the League, and decided to appoint in his place M. Shozo Shimawaya, London representative of the Bank of Japan and administrator of the Bank for International Settlements.

##### (ii) Appointment of a Finnish Corresponding Member to the Economic Committee.

Following the death last March of M. Lavenius, Finnish Member of the Economic Committee, the Council, wishing to keep in touch with economic circles in Finland, appointed as his successor M. Järvinen, Professor of political economy in the University of Helsinki.

#### 2. COMMUNICATIONS AND TRANSIT.

##### *Petitions submitted under Articles 304 of the Treaty of Trianon and 320 of the Treaty of Saint-Germain.*

The Council, at its meeting of January 24th, dealt with two petitions submitted by Hungarian and Austrian railway companies under Articles 304 of the Treaty of Trianon and 320 of the Treaty of Saint-Germain. These articles, which are identical, provide as follows:

"With the object of ensuring regular utilisation of the railroads of the former Austro-Hungarian Monarchy owned by private companies which, as a result of the stipulations of the present Treaty, will be situated in the territory of several States, the administrative and technical reorganisation of the said lines shall be regulated in each instance by an agreement between the owning company and the States territorially concerned.

\* See Monthly Summary, Vol. XII., No. 10, page 276.

"Any differences on which agreement is not reached, including questions relating to the interpretation of contracts concerning the expropriation of the lines, shall be submitted to arbitrators designated by the Council of the League of Nations."

The Bars-Pakrae Railway Company at Budapest obtained from the former state of Austria a concession for the construction and working of a local railway whose principal line runs from Bars to Pakrac. The concession was for a period of ninety years dating from November 4th, 1885, when the railway had begun working.

Under a contract concluded on May 10th, 1884, between the above Company and the Southern Railway Company (Südbahn), the latter company undertook to work the Bars-Pakrae Railway for account of the former. As a result of the change of sovereignty, the greater portion of the railway lines concerned (127 km. 147) is at present situated on Yugoslav territory and the remaining portion (1 km. 647) on Hungarian territory. Since September 1st, 1923, the Yugoslav State has worked the lines upon its territory, and since July 1st, 1932, the Kingdom of Hungary has worked the lines on Hungarian territory. The Railway Company, referring to Article 304 of the Treaty of Trianon, addressed a petition to the Council of the League of Nations on November 17th, asking it to appoint arbitrators to settle the dispute which has arisen between the Hungarian Government and the Yugoslav Government and itself.

Further, the local railway company Radkersburg-Luttenberg, referring to Article 320 of the Treaty of Saint-Germain, has forwarded to the Council a similar request concerning a

dispute which has arisen between the Austrian Government, the Yugoslav Government and itself.

This Company obtained from the former Austrian State a concession for the construction and working of a local railway running from Radkersburg via Radein and Kreuzdorf to Luttenberg. The concession was for a period of ninety years as from April 14th, 1890.

Under an agreement concluded on July 19th, 1890, with the Südbahn, the latter has worked the local line from Radkersburg to Luttenberg for account of the Company concerned. As a result of the change of sovereignty the greater part of these lines (23 km. 325) is at present situated on Yugoslav territory, the remaining portion (2 km. 125) on Austrian territory. The Yugoslav State has, since September 1st, 1923, worked the line on its territory, and the Austrian State from January 1st, 1924, has worked the lines on Austrian territory.

The Secretary-General has communicated the text of these petitions to the Governments concerned with a request for their observations. No reply has as yet been received, and the Council did not think it desirable to discuss the inclusion of these questions on its agenda. Since the petitions submitted were from private companies, the Council felt it was bound to examine only such questions as came under its competence by the terms of the Treaties.

It therefore asked the Advisory Committee for Communications and Transit to submit a report which would enable it, if necessary, to take a decision with a full knowledge of the facts. Finally, it declared that it was for the petitioners to prove that the circumstances of the case justified the Council in intervening under the Treaty.

## VI.—INTELLECTUAL CO-OPERATION.

### WORK OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Council, on January 26th, noted with satisfaction the considerable progress made by the Educational Cinematographic Institute in its various activities.

There was striking evidence of this progress in the framing of a draft Convention for facilitating the international circulation of educational films. The draft convention has been completed by draft regulations for its execution.

The Institute has also considered the use of the cinematograph in relation to the diversities of mentality and culture existing among the various nations.

The Council, considering that the Mandates Commission might be in a position to furnish interesting information on the influence of the western cinematograph on certain peoples coming under Article 22 of the Covenant, requested it to assist the Governing Body of the Institute.

The Governing Body of the Institute has continued its work on the protection of intellectual rights, a problem which, in relation to the cinema, calls for the attention of specialists.

A group of film producers, anxious to encourage the production of educational films dealing with the League, and to make more use of the cinema for the purpose of making the work and aims of the League better known,

recently approached the International Co-operation Organisation. The Governing Body proposed to the Council of the League that a committee of these producers should be attached to the Institute, and that a special service

should be established to keep in constant touch with the League Secretariat, so as to make this co-operation as effective as possible.

The Council approved this suggestion.

## VII.—ADMINISTRATIVE QUESTIONS.

### I. MANDATES.

The report of the Mandates Commission on the work of its twenty-second session was approved by the Council on January 24th.\*

Certain parts of the report (the frontier between Syria and Iraq and the Assyrian community in Iraq) had been previously discussed by the Council.\*

#### *Work of the Commission.*

The Mandates Commission noted the annual reports on the administration of the mandated territories, examined numerous petitions and studied certain general questions.

#### *1. Examination of the Annual Reports.*

(a) *Iraq*—Although the mandate for Iraq had come to an end before the meeting of the Mandates Commission, the Commission examined the report of the Government of the United Kingdom on the administration of the country. In view of the circumstances, however, it abstained from submitting detailed observations to the Council. It confined itself to remarking that its previous recommendations regarding the miscarriage of justice of which the Bahai community had been the victim had not been carried into effect. The Bahai community complained that it had been hampered in the exercise of its religion and deprived, to the profit of a rival sect, of properties belonging to the head of the community.

(b) *Palestine*—The Commission noted that the period of preparation devoted to framing a programme of constructive policy by the Mandatory Power had not yet terminated, and that it would be therefore premature to express any opinion upon the development of that policy. It nevertheless recognised that, as a result of the measures taken to ensure security and of an exceptionally favourable economic situation in the territory, the year 1931 had been a period of calm and prosperity.

(c) *Syria and the Lebanon*—The Mandates Commission heard the High Commissioner of France, M. Ponsot, when considering the report of the French Government on Syria and the

Lebanon. M. Ponsot, in a detailed statement, explained the various phases of the contemplated evolution of Syria and the Lebanon and the stages leading up to the point at which they would no longer need the advice and assistance of the mandatory Power.

The Commission, noting this statement, thought that it would be premature to express an opinion until the policy of the mandatory Power and the negotiations in progress had provided more detailed material on which to form a judgment, and asked the mandatory Power to continue to keep it informed of the development of the situation in the territories under mandate. The Commission stated that it would follow attentively the progress of events in the territory.

The Commission, in the observations which it made on the annual report upon Syria and the Lebanon, called attention to points of special importance.

First, it expressed an earnest hope that the conflict which had arisen with regard to the designation of the Greek Orthodox Patriarch of Antioch would be satisfactorily settled as soon as possible. Further, it hoped that the mandatory Power would prevail upon all the Members of the League of Nations to grant to Syrian and Lebanese nationals and to goods coming from the territory under mandate advantages corresponding to those enjoyed in that territory by their own nationals and goods.

(d) *Tanganyika*—The Commission notified the Council that it had undertaken and would continue a study of the information forwarded by the United Kingdom on the question of closer administrative, customs and fiscal union between the mandated territory of Tanganyika and the neighbouring British possessions of Kenya and Uganda.

(e) *New Guinea*—The Commission, while realising the obstacles which the mandatory Power had encountered in the work of opening up the country, noted that it had not yet been possible to explore a considerable part of the mandated territory. It expressed its appreciation of the great difficulties due to the nature of the country and the hostility of the inhabitants, but hoped that the mandatory

\* See Monthly Summary, Vol. XII, No. 12, page 355.

Power would not relax its efforts to bring the whole territory under the control of the administration.

(f) *Western Samoa*.—The Commission noted the information furnished by the mandatory Power, according to which the political situation of the territory had appreciably improved. The Commission expressed the hope that co-operation with natives should become widespread and effective.

It noted also the measures taken by the administration, in collaboration with the Rockefeller Foundation, to combat yaws, a disease which was very widespread in the territory, and expressed the hope that these measures would prove effective.

(g) *Islands under Japanese Mandate*.—The Commission, with reference to rumours regarding the establishment of a naval base, noted the statement of the accredited representative, subsequently confirmed by his Government, that the report was unfounded, and that the Japanese Government did not contemplate and had no intention in future of contemplating the establishment of a naval base in the islands under mandate.

(h) *Other Mandates*.—The Commission, reviewing the administration of the other mandated territories (the Cameroons under British mandate, the Cameroons and Togoland under French mandate, Ruanda Urundi, Nauru and South West Africa), noted the efforts which were being made by the mandatory Powers, and asked them for supplementary information or explanations regarding certain points in their administration. The Commission made no observation on the Togoland under British mandate.

## 2. *Petitions.*

The Mandates Commission examined numerous petitions on the administration of Iraq, Palestine, Trans-Jordan, Syria and the Lebanon, Tanganyika, Togoland and the Cameroons under French mandate and South-West Africa.

The Commission concluded that the majority of these petitions did not call for any action on the part of the Council. The Commission expressed this view especially with reference to a series of protests concerning the Syrian parliamentary elections of 1931 and 1932. The Commission, on the other hand, having considered a petition on the status of the Jewish community in Palestine, recommended the Council to ask the mandatory Power for supplementary information.

Further, the Commission, in its conclusions on a petition from the Executive Committee

of the first Congress of Arab Women in Palestine, hoped that the progress of education and pacification would make it possible to add to the administration a continually increasing number of nationals of the territory.

## 3. *General Questions—Economic Equality.*

The Mandates Commission dealt during its last session with one of the aspects of the application of the principle of economic equality, as defined in Article 22 of the Covenant and in the Mandates A and B. The question at issue related to the methods of purchasing material and supplies adopted by the administrations of these territories either for their own use or with a view to the execution of public works.

The Mandates Commission, in the light of information supplied by the mandatory Powers, considered that the rules applied by them in the execution of public works and the purchase of supplies for the public services did not call for any criticism. It made, however, a reservation regarding the methods adopted in Togoland and the Cameroons under British mandate, noting that the administrative union existing between these territories and the neighbouring British possessions placed certain difficulties in the way of the adoption of rules in the mandated territories differing from those adopted in the possessions.

The Commission did not think it necessary to submit any proposals to the Council for a doctrinal interpretation of the relevant article of the Mandates A and B embodying the principle of economic equality, but agreed in thinking that in future it should confine its activities to supervising the application given in the various mandated territories to the rules drawn up by the mandatory Powers themselves.

## *Work of the Council.*

The Council noted the report of the Commission, and instructed the Secretary-General to communicate the observations of the Commission to the mandatory Powers.

The Council noted also the results of the study by the Commission of the question of the purchase of material and supplies by the administrations of the territories under A and B mandates, as well as the intention of the Commission to study at its next session the information sent by the United Kingdom regarding a closer customs union of the mandated territory of Tanganyika and the neighbouring British possessions of Kenya and Uganda.

The representative of Italy asked that the rules followed for the purchase of material and supplies by the administrations of territories under A and B mandates should be interpreted



restrictively since they involved an exception to one of the fundamental principles of the mandates system.

The representative of Italy, turning to Syria and the Lebanon, declared that the Italian people were following with the greatest sympathy the aspirations of the Syrians towards independence. He recalled that the mandatory Power had not yet submitted any definite scheme, but had intimated, through its accredited representative, that it intended to proceed by stages, first granting independence to Syria proper, that was to say, to one only of the four administrative units into which it had divided the territory: Syria, the Lebanon, the Alacuites and the Jebel-Druse.

He wondered whether the spirit of Article 22 and the actual terms of the Mandate for Syria were consistent with this division of the territory into several political units which were to be treated differently from one another. He also wondered whether the general conditions in Syria were really such as to require that the independence of the four provinces should be brought about separately and by stages. He expressed the view that these were aspects of a problem regarding which the Mandates Commission should enlighten the Council and refer to it appropriate solutions.

The representative of Germany intimated his entire agreement with the representative of Italy on the subject of economic equality in the mandated territories. He stated, in reference to Syria and the Lebanon, that his Government would always be on the side of those who considered that independence should be granted to a population as soon as its state of development was sufficiently advanced. It considered, however, that the mandate should terminate as a whole.

The representative of Germany said that his Government had welcomed the expressed intention of the mandatory Power not to proceed for the moment with its measures for a closer union between Tanganyika and the neighbouring territories of Kenya and Uganda. It still thought, however, that the Mandates Commission should direct its attention to partial measures for unifying important economic services, such as the fusion of the postal services, since the cumulative effect of such measures must sooner or later bring about the same result as the comprehensive

measures originally contemplated. The German Government, reserving the right to express its opinion when the Mandates Commission had formulated its views, could not but maintain that the mandated territories were politically separate units. The representative of Germany added in conclusion that the Commission would have to decide whether the customs union was in conformity with the economic interests of Tanganyika.

The representative of France reminded the Council that the Commission had deemed it premature to express an opinion on the evolution of the Syrian mandate until the policy of the mandatory Power and the negotiations in progress had provided more detailed material on which to form a judgment. He added that in these circumstances the moment did not seem to him opportune for opening a debate on the question. He associated himself with the sympathy expressed by the representatives of Italy and Germany for the Syrian population, and declared that France had never failed in sympathy towards Syria.

The representative of the United Kingdom also thought that the question could not for the moment be usefully discussed.

He assured the Council that his Government would not fail to keep the Mandates Commission informed at every stage of action which it proposed to take, adding that neither the Commission nor the mandatory Power could overlook the fact that the most important consideration for the mandatory Power must be the welfare of the native population.

## 2. THE SAAR.

### *Appointment of the Members of the Governing Commission.*

The Council, on January 24th, renewed for one year the term of office of the President and Members of the Governing Commission of the Saar Basin, which will terminate on March 31st, 1933.

The Commission will, therefore, be composed as follows: Mr. Knox (Chairman) (United Kingdom), M. d'Ehrnrooth (Finnish), M. Kossmann (Saar), M. Morize (French), M. Zoricic (Yugoslav).

The Council thanked the President and members of the Governing Commission for the services they had rendered to the League of Nations.

## VIII.—POLITICAL QUESTIONS.

### I. APPEAL OF THE CHINESE GOVERNMENT

The Special Committee of the extraordinary session of the Assembly on December 15th submitted to the parties, through the President

and the Secretary-General, two draft resolutions and a statement of reasons.\* The Committee,

\* See Monthly Summary, Vol. XII, No. 12, page 360—the text of the above documents is annexed.

on December 20th, adjourned till January 16th.

The Committee, on January 18th, was informed of the amendments which the Japanese Government considered necessary to enable them to accept the text framed by the Committee. One of the principal objections of the Japanese Government was the inclusion in a commission for the settlement of the dispute of representatives of States non-Members of the League. The Committee was of opinion that, if this were the sole objection raised by Japan, it would not be impossible to settle the question in consultation with the parties.

The Committee of Nineteen, on January 21st, was informed by the Japanese Government that it was not prepared to accept the draft resolution No. 1, even if the provision relating to the invitation to be addressed to non-Member States were eliminated. The Committee, after noting the further proposals submitted by the Japanese Government and draft amendments submitted by the Chinese delegation to the texts which had been communicated to the parties, was driven to conclude that it would be impossible to frame a resolution which the parties would be able to accept. The importance attached by the Chinese delegation, as well as the Committee itself, to the participation of the United States and the Union of Soviet Socialist Republics in negotiating a settlement made it impossible to eliminate this provision on the request of Japan alone, if the Committee was, at the same time, asked to modify the other provisions of the draft resolution of December 15th in the sense of the Japanese proposals.

In these circumstances, the attempts of the Committee to propose to the Assembly a procedure for settling the dispute having for the moment proved fruitless, the Committee, in execution of the task entrusted to it under Part III, paragraph 5, of the resolution of March 17th, 1932, decided to begin the preparation of the draft report contemplated in Article 15, paragraph 4, of the Covenant.

On January 23rd a drafting Committee, consisting of the President and the representatives of Germany, Spain, France, Italy, the United Kingdom, Sweden, Switzerland and Czechoslovakia, was instructed to study the questions arising in connection with the establishment of the draft report. Since, however, the procedure under paragraph 3 of Article 15 could only be closed by the Assembly, the Committee intimated that it was still prepared to welcome any further suggestions which the parties might wish to communicate.

## TEXTS BY THE COMMITTEE OF NINETEEN AND COMMUNICATED TO THE CHINESE AND JAPANESE DELEGATIONS ON DECEMBER 15TH, 1932

### DRAFT RESOLUTION No. 1

The Assembly,

Recognising that, according to the terms of Article 15 of the Covenant, its first duty is to endeavour to effect a settlement of the dispute, and that consequently it is not at present called upon to draw up a report stating the facts of the dispute and its recommendations in regard thereto;

Considering that by its resolution of the 11th March, 1932, it laid down the principles determining the attitude of the League of Nations in regard to the settlement of the dispute;

Affirms that in such a settlement the provisions of the Covenant of the League of Nations, the Pact of Paris and the Nine-Power Treaty must be respected;

Decides to set up a Committee whose duty will be to conduct, in conjunction with the Parties, the negotiations with a view to a settlement, on the basis of the principles set out in Chapter IX of the report of the Commission of Inquiry, and having regard to the suggestions made in Chapter X of that report;

Appoints, to form a Committee, the Members of the League represented on the Special Committee of Nineteen;

Considering it desirable that the United States of America and the U.S.S.R. should consent to take part in the negotiations, entrusts to the above-mentioned Committee the duty of inviting the Governments of the United States of America and the U.S.S.R. to take part in these negotiations.

Authorises it to take such measures as it may deem necessary for the successful execution of its mission;

Requests the Committee to report on its work before the 1st March, 1933.

The Committee will have power to fix an agreement with the two Parties the time-limit referred to in the Assembly resolution of the 1st July, 1932; should the two Parties fail to agree on the duration of such a time-limit the Committee will, simultaneously with the presentation of its report, submit proposals to the Assembly on the subject.

The Assembly shall remain in session, and its President may convene it as soon as he may deem this necessary.

### DRAFT RESOLUTION No. 2.

The Assembly thanks the Commission of Inquiry appointed in virtue of the Council's

resolution of the 10th December, 1931, for the valuable assistance it has afforded to the League of Nations, and declares that its report will stand as an example of conscientious and impartial work.

*15th December, 1932.*

#### STATEMENT OF REASONS.

The Assembly, in its resolution of the 9th December, 1932, requested its Special Committee—

"1. To study the report of the Commission of Inquiry, the observations of the parties, and the opinions and suggestions expressed in the Assembly, in whatever form they were submitted.

"2. To draw up proposals with a view to the settlement of the dispute brought before it under the Council Resolution dated the 19th February, 1932.

"3. To submit these proposals to the Assembly at the earliest possible moment."

If the Committee had had to lay before the Assembly a picture of events and an appreciation of the general situation, it would have found all the elements necessary for such a statement in the first eight chapters of the Report of the Commission of Inquiry, which in its opinion constitute a balanced, impartial and complete statement of the principal facts.

But the time has not come for such a statement. In accordance with Article 15, paragraph 3, of the Covenant, the Assembly must first of all endeavour to effect a settlement of the dispute by conciliation, and if such efforts are successful, it shall publish a statement giving such facts as it may deem appropriate. If it fails, it is its duty, in virtue of paragraph 4 of the same article, to make a statement of the facts of the dispute and recommendations in regard thereto.

So long as the efforts on the basis of Article 15, paragraph 3, are continued, a sense of the responsibilities placed on the Assembly in the various contingencies provided for in the Covenant obliges it to maintain a particular reserve. Hence, the Committee has confined itself, in the draft resolution which it is to-day submitting to the Assembly, to making proposals with a view to conciliation.

By the Assembly's resolution of the 11th March, the Special Committee was instructed to endeavour to prepare the settlement of the dispute in agreement with the parties. Since on the other hand it is desirable that the U.S.A. and the U.S.S.R. should join in the efforts made in collaboration with the representatives of the

parties, it is proposed that the Governments of these two countries should be invited to take part in the negotiations.

In order to avoid misunderstandings, and to make it plain that what is contemplated at the present stage with the co-operation of two countries not Members of the League is solely the negotiation of a settlement by conciliation, the Special Committee suggests that it should be regarded for this purpose as a new Committee responsible for conducting negotiations, and should be authorised in this capacity to invite the Governments of the U.S.A. and the U.S.S.R. to take part in its meetings.

The Negotiations Committee will have all the powers necessary for the execution of its mission. In particular it may consult experts. It may, if it thinks fit, delegate part of its powers to one or more sub-committees, or to one or more particularly qualified persons.

The Members of the Negotiations Committee will be guided as regards matters of law by Parts I and II of the Assembly resolution of the 11th March, 1932, and as regards matters of fact by the findings set out in the first eight chapters of the report of the Commission of Inquiry. As regards the solutions to be considered, they will see them on the basis of the principles set out in Chapter IX. of the report of the Commission of Inquiry and having regard to the suggestions made in Chapter X of the said report.

In this connection the Committee of Nineteen considers that, in the special circumstances which characterise the dispute, a mere return to the conditions previous to September, 1931, would not suffice to ensure a durable settlement, and that the maintenance and recognition of the present régime in Manchuria could not be regarded as a solution.

*December 15th, 1932.*

#### 2 DISPUTE BETWEEN THE GOVERNMENT OF THE UNITED KINGDOM AND THE IMPERIAL GOVERNMENT OF PERSIA \*

The dispute between the Government of the United Kingdom and the Imperial Government of Persia, which arose from the cancelling of the concession of the Anglo-Persian Oil Company in 1932, came before the Council on January 26th.

The Persian Government which, in December, 1932, had asked for time to send to Geneva a special representative and to provide the

\* See Monthly Summary, Vol. XII, No. 12, page 362.

Council with the necessary information, forwarded to the Secretary-General, on January 19th, a Memorandum setting forth its views on the question.

The Memorandum began with a history of the concession. It recalled the advantages accorded to the Anglo-Persian Oil Company and the obligations into which the Company had entered. It alleged failures of the Company to fulfil its undertakings, not only in respect of the provisions under which the profits of the Company were estimated and the royalty of 16 per cent. on the annual net profits of the Company due to the Persian Government was assessed, but as regarded the execution of other provisions of the contract. Various attempts made by the Persian Government to secure a revision of the concession by agreement before it was driven to cancel the concession were then described.

The Persian Government contended that there were two alternatives before the Company: either the Company should negotiate with the Persian Government, which was ready to conclude a new contract upon an equitable basis, or it should have recourse to the Persian courts. The intervention of the British Government seemed to it to be only explicable as due to a misunderstanding. To intervene between the parties was tantamount to removing from the cognisance of the Persian courts a dispute which naturally came within their competence and was therefore an act which infringed the jurisdictional independence of Persia.

The Persian Government was accordingly of the opinion that the British Government had acted wrongly in appealing to the Council under Article 15 of the Covenant. Such an appeal was, in fact, contrary to Article 15, which referred to a dispute "likely to lead to a rupture." It urged that a dispute could only be said to exist when a government had intervened for the diplomatic protection of one of its nationals. Diplomatic protection, however, involved either a violation of general or conventional international law or a previous exhaustion of internal remedies. The Persian Government argued that the cancelling of a contract on the ground that it had not been executed was not a violation of international law. Even though the cancelling of the contract was not well founded, resort could only be had to diplomatic protection after the local courts had exercised their right of jurisdiction.

The Persian Government recalled that the Government of the United Kingdom had laid down that principle in its dispute with the Government of Finland. It concluded its

statement by affirming its keen desire to maintain the friendly relations which had hitherto existed between the two countries.

The representative of the United Kingdom, Sir John Simon, said that his Government was most anxious that the dispute should be settled in a satisfactory and friendly manner. He insisted, however, that, if necessary, he would be obliged to ask the Council to note the breach of international law which had been committed, and to decide that the concession of the Anglo-Persian Oil Company should be restored.

He then dealt with a series of statements contained in the Persian Memorandum, and set out to show that the Company had not failed in its obligations. The conduct of the Company could not, in his opinion, justify in law the unilateral cancelling by the Persian Government of a valid concession.

The representative of the United Kingdom, while admitting the principle that diplomatic intervention was only admissible after internal methods of redress had been exhausted, observed that the circumstances of the present case did not justify the application of that principle to which the British Government had appealed in its dispute with the Government of Finland. The circumstances, in his view, were entirely different.

The Persian Government and Legislature had effectively eliminated any possibility of the Company being able to obtain a remedy in the Persian courts. The Persian Government had not only cancelled the concession, but had followed up that action by enacting a Persian law which provided that the concession was at an end. The Mejliss, the legislative authority of Persia, had confirmed the decision of the Government cancelling the concession in the following terms.

"The National Consultative Assembly expresses its agreement with the recent decision of the Government in regard to the annulment of the d'Arcy Concession and approves and corroborates (supports) the action of the Government in this connection."

The representative of the United Kingdom stated that the decision of the Mejliss had been published in the Official Mejliss Journal under the title, "Legal Decision communicated to the Ministry of Finance." This amounted to a retrospective endorsement of the action of the Government.

In these circumstances he did not understand how the Persian Government could contend that the Government decision endorsed by the Mejliss in the form of a legal decision published in the Official Journal was not binding on the Persian courts.

He explained that the Government of the United Kingdom had been obliged by the action of Persia to deal with the situation in which the Anglo-Persian Oil Company had been placed. Two methods of procedure were available, either a judicial settlement or an appeal to the Council. Both these methods were provided by Article 15 of the Covenant.

He observed in this connection that the Article 15 first contemplated procedure by conciliation. He assured the Council that his Government desired that a friendly and just settlement should be reached, which would enable it to continue to foster good relations with the Government of Persia, by putting the Company in a position to resume its activities in Persia in perfect agreement with that country.

The representative of Persia, Mirza Ali Ackber Khan Davar, questioned some of the statements contained in the British Memorandum submitted to the Council in December, 1932, particularly those relating to the protection of the persons and property of the Company. He declared that the anxiety expressed by the British Government was not justified as, though the Persian Government did not regard itself bound by the terms of the concession, it nevertheless remained under international law obliged to ensure upon its territory the protection of the persons and property of foreigners. It had no intention of evading that obligation.

Passing to a consideration of the cancelling of the concession, he contended that it did not constitute a violation of international law which would justify the intervention of the Government of the United Kingdom, but that it was to be regarded as a unilateral denunciation falling within the province of civil law.

The Persian Government had confined itself to terminating a synallagmatic contract by reason of its non-execution. The Company had not yet resorted to the Persian courts, which were open to it. He contended that it would be an error for the representative of the United Kingdom to claim that the measure of November 27th, 1932, taken by the Finance Minister, had subsequently received the approval of the Chamber, and therefore assumed the character of a law which the Persian courts were bound to apply so that the Company would be deprived of all redress. As the President of the Chamber had observed at the end of the discussion, its resolution was simply a motion of confidence, which was a familiar practice in all countries with a parliamentary system. It was not to be regarded as a law. In taking a decision in conformity with the

rules of civil law the Persian Government had no need whatever to obtain approval by statute of the cancellation of the concession. Before, as after, recourse to the courts remained open to the Company. He, therefore, considered that the question of substance could not be discussed in the Council before a denial of justice had been proved.

The representative of the United Kingdom replied to the arguments of the representative of Persia, emphasising, in particular, that the dispute which had arisen between the Persian Government and the Anglo-Persian Oil Company had, in his opinion, features which brought it within the field of international law.

The representative of Persia intimated that he would be prepared to submit to the Permanent Court of International Justice the previous question—viz., whether there had been a violation of international law and whether resort should be had to diplomatic protection before the means of redress provided by international law had been exhausted.

On the proposal of the rapporteur, M. Benes, representative of Czechoslovakia, the Council adjourned the discussion to a later meeting.

### 3 DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

On January 7th the Acting President of the Council, Mr. de Valera (Irish Free State), thanking the President of the Neutral Commission for the information forwarded to the Council by telegram on December 31st,\* intimated that the dispute between Bolivia and Paraguay would remain on the agenda of the Council, and that the Council would be glad to be kept informed of further developments.

The Committee appointed by the Council to follow the dispute met several times towards the end of January in order to examine the situation, and submitted further suggestions to the Council on February 3rd.†

### 4. DISPUTE BETWEEN COLOMBIA AND PERU.

The Government of Colombia, in a communication of January 4th, notified the Secretary-General of incidents which had arisen in the port of Leticia, capital of the district which, since the conclusion of the Treaty signed at Lima on March 24th, 1922, between Colombia and Peru, and ratified in 1928, has formed part of Colombian territory on the Amazon.

On the night of September 1st to 2nd, 1932, certain persons coming from Peru entered Leticia, where they dispossessed and expelled

\* See Monthly Summary, Vol. XII., No. 12, page 362.

† See the next number of the Monthly Summary.

the Colombian authorities. The assailants have since fortified themselves in the invaded district.

The Colombian Government, which had taken the necessary steps to restore order in its territory, still hoped that the incident would be settled as a strictly local question without prejudice to obligations and rights existing under international agreements.

Some days later, however, it appeared from information received that there was a risk of the incidents at Leticia provoking a dispute between Colombia and Peru. The Acting President of the Council, on January 14th, in telegrams addressed to the Governments of Colombia and Peru, expressed his conviction that the parties would abstain from taking any steps which were not strictly in conformity with the Covenant of the League.

The Government of Colombia, on January 16th, replied that the forces sent to Leticia had no idea of committing an aggression against any country. It was their mission to restore order, and they would carry out that mission without in the least disturbing international peace if the Government of Peru did not attempt to impede by force the legitimate exercise of their right.

The Government of Peru, in three telegrams dated January 16th, 19th and 23rd, while declaring that it would not act in any way contrary to the Covenant of the League of Nations, stated that, without contesting the Treaty in force with Colombia, it desired that a part of that treaty which had proved inapplicable should be modified, Leticia having been transferred to Colombia without reference to the wishes of the inhabitants. It at the same time protested against the military preparations of Colombia, and asked that the League of Nations should order the suspension of any resort to force.

The Council, on January 24th, having approved the steps taken in the interval between its sessions by the representative of the Irish Free State as Acting President, asked the Committee of the Council, composed of the representatives of Spain, Guatemala and the Irish Free State, which was already dealing with the dispute between Bolivia and Paraguay, to follow also the dispute between Colombia and Peru.

The Council, on January 26th, after having heard M. Santos (Colombia) and M. Garcia-Calderon (Peru), who stated the views of their Governments, decided, on the report of Mr. Lester, Acting President of the Council, and following observations by the representatives

of Panama, Poland, France and Czechoslovakia, to send a telegram to the two Governments.

The telegram addressed to Lima declared in substance:

"... The Council . . . feels bound to draw the attention of the Peruvian Government to the fact that it is the duty of Peru, as a Member of the League, to refrain from any intervention by force on Colombian territory and to ensure that all necessary instructions are given to the Peruvian Commanders concerned to the effect that the military forces of Peru should take no action beyond the defence of Peruvian territory and should not hinder Colombian authorities from the exercise of full sovereignty and jurisdiction in territory recognised by Treaty to belong to Colombia."

The telegram addressed to Bogotá stated:

"The Council trusts that in the exercise of their legitimate rights the Colombian Government will take strictest precautions not only to avoid the violation of Peruvian territory, but to make clear to the Peruvian Government that it is not the intention of the Colombian Government to commit any such violation. The Council further trusts that in the act of restoring order the Colombian authorities will exercise all possible clemency and limit their action strictly to the preservation of order in their own territory."

The Government of the United States, on January 27th, informed the Secretary-General that, having been invited by the Government of Colombia to intervene as a signatory of the Paris Pact, it had, in a communication of January 25th, addressed to the Government of Peru, reminded that country that the validity of the Treaty of 1922 was not contested, and that the Pact of Paris excluded any modification of that treaty not brought about by pacific means. The Government of the United States had added that it was prepared to support a proposal of the Government of Brazil which, in its opinion, offered a pacific and honourable means of settling the dispute. The Brazilian Government had proposed that the territory of Leticia should be provisionally placed in charge of the Government of Brazil which, as soon as possible, would restore to their posts the Colombian officials who had been ejected. The Government of Colombia, on the other hand, was asked to agree that delegates of the countries which were parties to the dispute should meet at Rio de Janeiro to examine the Treaty of 1922, with a view to finding a formula of agreement acceptable to them both.

The Council, on receiving replies to the telegrams which it had addressed to the two Governments on January 25th, was called upon to continue its consideration of the dispute at its meeting of February 3rd \*

\* See the next number of the Monthly Summary.

### 5. REQUEST OF LIBERIA FOR ASSISTANCE.

The Committee of the Council appointed to consider the request of the Liberian Government for assistance met on January 31st, under the chairmanship of Viscount Cecil.

The Committee had framed a plan for providing Liberia with assistance in financial, health, and administrative matters. The plan involved certain modifications in the Loan Agreement made in 1926 between the American Finance Corporation and Liberia. The Committee was informed in January that the Liberian Parliament had, on December 17th, 1932, declared a moratorium for an indefinite period in respect of the payment of the interest and sinking fund of the loan.

The Committee also had to consider correspondence which had taken place on this subject between the Government of the United States and Liberia.

The Liberian Government pleaded that, after repeated efforts to obtain a readjustment of the clauses of the Loan Agreement, it was driven by necessity to resort to the moratorium in order to balance its budget.

The Government of the United States regarded the unilateral action of the Liberian Government in suspending its contract with the American Finance Corporation as an attempt to repudiate a legitimate contract and to nullify engagements made by Liberia in Geneva. The American Government was of opinion that it would be impossible for the Finance Corporation to continue to negotiate for a plan of assistance so long as the execution of the contract was suspended.

The Committee was, further, informed that the Finance Corporation, appreciating the financial difficulties of Liberia, was prepared to admit a *de facto* moratorium as a temporary measure pending negotiations at Geneva, provided the Liberian Government revoked its decision of December 17th.

The Committee of the Council, in view of these circumstances, and anxious that negotiations should be resumed for the adoption and execution of the plan of assistance, decided to send a telegram to the President of the Republic of Liberia, drawing his attention to the conditions under which these negotiations might be resumed.

## IX.—SOCIAL AND HUMANITARIAN QUESTIONS.

### I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

#### *Suppression of the Traffic in Women and Child Welfare.*

There have been meetings of the Sub-Committee appointed to consider the re-organisation of the Advisory Committee for the Suppression of the Traffic in Women and Child Welfare\* and of the Sub-Committee appointed to study the replies of the Governments on the additional draft Protocol to the Conventions on the traffic in women and children providing penalties for *souteneurs*.

The first of these Sub-Committees met at Geneva from the 16th to the 20th January, under the chairmanship of Madame Romniciano (Roumanian), the second Sub-Committee, also presided over by Madame Romniciano, sat on January 20th and 21st. The Sub-Committees have prepared reports for the Advisory Committee, which will meet on March 27th.

### 2. TRAFFIC IN OPIUM.

#### *Meeting of the Permanent Central Opium Board.*

The Permanent Central Opium Board met

at Geneva on January 25th and was still in session at the beginning of February.

The Board noted the position in regard to ratifications of the Geneva Conventions of 1925 and 1931. It reviewed the quarterly statistics of imports and exports of drugs for the third quarter of 1932. It examined the results of inquiries made in certain countries where the consumption of narcotics had seemed somewhat excessive; similarly the Board considered the explanations furnished by Governments in cases where the stocks reported by them had not been found to correspond to the quantities which, according to the Board's estimates, should have existed in the countries concerned.

The Board also considered the statistical forms drawn up in anticipation of the coming into force of the Convention for the Limitation of the Manufacture of Narcotic Drugs. The establishment of more detailed statistics is required by that Convention owing to the greater number of drugs falling under its provisions.

M. Gallavresi (Italian), Vice-President of the Board, expressed some anxiety during the discussions regarding the budgetary difficulties which threatened the work of the Advisory Committee on Traffic in Opium and the

\* See Monthly Summary, Vol. XII., No. 10, page 298.

Permanent Central Board. He felt that the time would come in the international campaign against drugs when recourse would be necessary to other revenue than the funds of the League. He suggested that an appeal might be made to States non-Members of the League which were nevertheless interested in the work of the two bodies mentioned above, and which had become parties to the Convention and also to certain countries which at present derived a very considerable income from opium valued at one quarter of a milliard of gold francs, pointing out that these countries had declared that they did not desire this money to become a source of revenue.

The Board renewed for one year the terms of office of its Chairman and Vice-Chairman, Mr. Lyall (English) and M. Gallavresi (Italian).

### 3. SLAVERY.

On October 12th last the Assembly adopted a resolution under which it decided to set up an advisory committee of experts on slavery,\* and asked the Council to take the necessary steps for this purpose.

Pending the voting of the credits necessary to finance the work of this committee, the Council asked the Secretary-General to draw up a list of experts from whom its members would be chosen.

The representative of the United Kingdom expressed the hope that the list would include the name of a woman qualified to serve on the committee.

### 4. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

#### *Resignation of M. Max Huber.*

M. Max Huber, President of the Governing Body of the Nansen International Office for Refugees, has resigned for reasons of health.

The Council accordingly decided to place the appointment of his successor on the agenda of the Special Assembly at present in session.

On this occasion the Rapporteur, the representative for Mexico, expressed his gratitude to M. Max Huber on behalf of the Council for the fruitful and disinterested work he had accomplished as first President of the Nansen International Office for Refugees.

### 5. CONVOCACTION OF THE GENERAL COUNCIL OF THE INTERNATIONAL RELIEF UNION.

On January 26th the Council noted the report of the Permanent Committee of the International Relief Union.† It fixed the first meeting of the General Council, the governing body of the Union, for July 10th, 1933, at Geneva. The task of the General Council, which is composed of delegates from all the States Members of the Union, will be to take at this first meeting the necessary steps to enable the International Relief Union to begin its work.

The Secretary-General was asked to send the necessary invitations to the Governments concerned.

On this occasion the representative of Poland expressed the hope that the national and international Red Cross organisations, with the help of the special relief associations, would collaborate as actively as possible in the constructive work of the International Relief Union.

The representative of Italy recalled the fact that the International Relief Union owed its existence to Senator Cirio. The success of its work would depend upon its universality and upon the co-operation which the principal national and international private relief organisations, particularly the Red Cross, were prepared to afford it.

## X.—FORTHCOMING EVENTS.

February 21st.—Extraordinary Session of the Assembly, Geneva.

March 27th.—Child Welfare Committee, Geneva.

April 4th.—Traffic in Women and Children Committee, Geneva.

April 24th.—Financial Committee, Geneva.

April 25th.—Organising Committee of the Council for the Monetary and Economic Conference, Geneva.

April 26th.—Supervisory Commission, Geneva.

April (end).—Economic Committee, Geneva.

May (?).—Monetary and Economic Conference, London.

May 8th.—Seventy-first Session of the Council, Geneva.

May 15th.—Advisory Committee on Traffic in Opium, Geneva.

\* See Monthly Summary, Vol. XII., No. 10, pages 299 and 300.

† See Monthly Summary, Vol. XII., No. 10, page 301.



## THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

In the course of January the Court, sitting in twenty-sixth (extraordinary) session, has dealt with the following cases :

### 1. CASE CONCERNING THE LEGAL STATUS OF CERTAIN PARTS OF EASTERN GREENLAND (DENMARK-NORWAY) †

On January 16th, 17th, 18th, 19th, 20th and 21st, 1933, the Court heard the replies made on behalf of the Danish Government by MDM. Steglich-Petersen and Ch. de Visscher. It then suspended the hearings until February 1st, 1933, when M. Gilbert Gidel, counsel and advocate for the Norwegian Government, began his rejoinder.

### 2. CASE CONCERNING THE DELIMITATION OF THE TERRITORIAL WATERS BETWEEN THE ISLAND OF CASTELLORIZO AND THE COASTS OF ANATOLIA (ITALY-TURKEY).

By letters dated January 3rd, 1933, the diplomatic representatives of the two parties at The Hague, by order of their Governments, and pursuant to the terms of Article 61 of the Rules of Court, informed the Registrar that the two parties intended to break off the

proceedings contemplated by the Special Arbitration Agreement of May 30th, 1929.‡

In an Order dated January 26th, 1933, the Court recorded this fact, declared that the proceedings begun were thus terminated, and decided that the case should be removed from the list.

### 3. CASES CONCERNING CERTAIN JUDGMENTS RENDERED BY THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL.

By the date fixed for the purpose (January 16th) the Czechoslovak Government filed with the Registry of the Court a written statement in regard to the preliminary objections raised by the Hungarian Government.

At the request of the Czechoslovak Government the Court decided to extend until February 28th, 1933, the time-limit originally fixed to expire on January 16th, 1933, for the presentation by the two parties of a written statement of their respective views as to the scope of Article X of Agreement No. 11, signed at Paris on April 28th, 1930, in relation to the statutory provisions (including Article 14 of the Covenant of the League of Nations) which govern the jurisdiction and working of the Court.§

\* This chapter has been compiled on the basis of material furnished by the Registry of the Court

† See Monthly Summary, Vol. XII, No. 12, page 367

‡ See Monthly Summary, Vol. XII, No. 11, page 322.

§ See Monthly Summary, Vol. XII, No. 10, page 307

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FEBRUARY, 1933.

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VOL. XIII., No. 2.

FEBRUARY, 1933.

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## I.—SUMMARY OF THE MONTH.

February, 1933.

The activities of the League in February were marked by the extraordinary session of the Assembly, meetings of the Council and of the General Commission and the Bureau of the Disarmament Conference.

The outstanding event was the adoption by the Assembly of the report on the Sino-Japanese dispute. M. Hymans, President of the Assembly, stated that during seventeen months the Council and the Assembly had endeavoured to settle the dispute. He recalled the assurance received at the outset by the Council that the Japanese troops would be withdrawn into the South Manchurian Railway zone, and pointed out that at present the three Eastern Provinces were occupied, that the Japanese troops had crossed the Great Wall and that operations were being prepared for the occupation of the Province of Jehol. He explained that the recommendations formulated in the report and rejected by one of the parties, which was tempted to retire into isolation and pursue its policy without considering the opinion of the other States, had not the executive force of an arbitral award but stood as an offer of collaboration towards the settlement of the dispute. He added that the use of force, far from hastening or facilitating a solution, which must be equitable and reconcile the rights and interests of two great nations, could only prolong and aggravate the dispute. The United States Government, to which a copy of the report was

transmitted, immediately ratified its general agreement with its terms.

The Assembly appointed an Advisory Committee to follow the development of the situation, and instructed it to invite the co-operation of the United States of America and the Union of Socialist Soviet Republics.

The Council noted that an agreement to negotiate for the settlement of the Anglo-Persian controversy had been reached and accepted by the parties. It heard the representatives of Bolivia and Paraguay, and asked its Committee to study a proposal submitted by the French and British Governments for a suspension of supplies of arms and munitions to the two parties. Pursuing its efforts towards a solution of the dispute between Colombia and Peru, the Council obtained an assurance from the Governments that hostilities would be brought to an end.

The Council further dealt with a number of questions relating to the protection of minorities in Germany and Poland, considered the procedure of "direct action" and certain customs questions appertaining to the Free City of Danzig, and appointed a Deputy-Secretary-General and an Under-Secretary-General.

At the Disarmament Conference the General Commission discussed the French memorandum and decided in favour of the standardisation of the armies of the European continent on a short term service basis. The Bureau considered the British proposals.

## II.—POLITICAL QUESTIONS.

### 1. APPEAL OF THE CHINESE GOVERNMENT.

The Special Committee of the Extraordinary Assembly decided, on January 21st,\* in execution of the task entrusted to it by Part III., paragraph 5 of the resolution of March 11th, 1932, to prepare the draft report referred to in Article 15, paragraph 4 of the Covenant. The

Committee, in taking that decision, nevertheless emphasised that the Assembly itself was alone competent to apply the provisions of paragraph 4 of Article 15 following the failure of the conciliation procedure. It accordingly intimated that it remained at the service of the parties and would receive any new proposal which they desired to communicate.

The representative of Japan, on February 8th, 1933, forwarded to the Committee new proposals

\* See Monthly Summary, Vol. XIII, No. 1, page 16.

for the amendment of the texts drawn up on December 15th, 1932.

The Committee, on February 9th, after having studied these proposals, asked the Japanese delegation for supplementary information. It particularly desired to know whether the Japanese Government accepted as a basis of the proposed conciliation Principle 7 of Chapter IX of the Report of the Commission of Inquiry relating to the establishment in Manchuria of a wide autonomy compatible with the sovereignty and administrative integrity of China.

The Japanese Government replied on February 14th to the effect that it was convinced that the maintenance and recognition of Manchukuo constituted the sole guarantee of peace in the Far East, and that the question would finally be settled on that basis between Japan and China. The Committee considered in these circumstances that the proposal submitted by Japan did not provide an acceptable basis of conciliation. It added that it was naturally prepared, up to the date of the meeting of the Assembly, to examine any further proposals which the Japanese Government might present, but that it was sure that the Japanese delegation would understand that any aggravation of the existing situation could only render further efforts at conciliation more difficult and even impossible.

The Committee, on February 14th, adopted the draft report which was distributed to the members of the Assembly on the following day.\* The President of the Assembly, M. Paul Hymans, at the same time convened that body for February 21st.

The President, at the meeting of the Assembly on February 21st, gave an account of the work undertaken by the Special Committee under the resolution of December 9th.† He added:

"Since September 21st, 1931, first the Council and then the Assembly have endeavoured to settle the dispute in agreement with the parties, in accordance with the articles of the Covenant in virtue of which the matter was referred to them. For exactly seventeen months the efforts at conciliation have been pursued. At the outset of the dispute, the Council received an assurance that the withdrawal of the Japanese troops into the zone of the South Manchurian Railway, which had already been begun, would be pursued as rapidly as possible in proportion as the safety of the lives and property of Japanese nationals was effectively assured, and that Japan hoped to carry out this intention in full as speedily as possible.

"To-day, the Three Eastern Provinces are

occupied; Japanese troops have crossed the Great Wall and attacked Shanhaikwan; it is announced that operations are being prepared for the occupation of the province of Jehol.

"The procedure of conciliation is, of course, not yet closed. It cannot be formally closed until the adoption by the Assembly of the report provided for in Article 15, paragraph 4, of the Covenant. I hesitate, however, to make a new appeal with a view to conciliation, for it would be necessary not only that fresh proposals which the Assembly could accept should be made to it, but also that it should receive an assurance that the existing situation would not be aggravated and that no fresh military operations would be undertaken."

The Assembly decided to begin the discussion of the draft report on February 24th.

The President, on February 24th, announced to the Assembly that the Japanese delegation had submitted its observations on the draft report submitted by the Special Committee. He intimated, on behalf of its members, that the Special Committee had carefully considered all the considerations put forward by the Japanese delegation but did not wish to make any change in the draft report submitted to the Assembly. That draft report represented a unanimous opinion, formed after conscientious reflection, and the nineteen States represented on the Special Committee had, therefore, decided not to take part in the discussion.

M. Yen (China) declared that his Government would vote in favour of the draft report.

M. Matsuo (Japan) announced that his Government found it impossible to accept the report and asked the Assembly not to adopt it.

The Assembly, after speeches by Messrs. Zumeta (Venezuela), Riddell (Canada) and Zaunius (Lithuania), was asked to take a decision. The vote was taken by roll call. The following forty-two States of the forty-four which voted were in favour of the adoption of the report:

South Africa, Albania, Australia, Austria, Belgium, Bulgaria, Canada, China, Colombia, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hungary, India, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Mexico, the Netherlands, New Zealand, Norway, Panama, Persia, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey, the United Kingdom, Uruguay, Venezuela, Yugoslavia

Japan voted against the report and Siam abstained.

In view of the fact that, under Article 15 of the Covenant, the votes of the parties do not count in reckoning unanimity, and that

\* The text is annexed.

† See Monthly Summary, Vol. XII., No. 12, page 359.



unanimity in the Assembly is constituted by the unanimous votes of the States represented on the Council and the majority of the other States represented in the Assembly, the President noted that the report had been unanimously adopted.

The President, after reminding the Assembly of the legal bearing of the vote under the terms of Article 12 and Article 15, paragraph 6, of the Covenant, made the following statement:

"The recommendations which we have formulated, and which the Assembly has unanimously approved, do not possess the executive force of an arbitral award; they stand as an offer of collaboration in the settlement of the dispute, and offer extended in all good faith and goodwill to the two nations parties to the dispute by the other nations with which they have entered into a voluntary association.

"To-day our recommendations have been rejected by one of the parties, which is tempted to retire into isolation and to pursue its policy without considering the opinion of the other States.

"I have not abandoned the hope that a day will come when our offer will be accepted by both parties. I trust also that neither of them will be guilty of an irreparable act. The use of force, far from hastening or facilitating a solution of the dispute, can only prolong and aggravate it. Finally, the world fully realises that some day an international settlement will have to be reached, and that the nations will have to continue to seek a solution for the present dispute.

"Such a solution—which must be equitable and must reconcile the rights and interests of two great nations—is necessary for the progress of mankind, for the moral and material development of the East."

M. Matsuoka (Japan) expressed his deep regret and disappointment at the vote of the Assembly. He emphasised that the policy of his country, as a Member of the League of Nations since its origin, was essentially inspired by a desire to guarantee peace in the Far East and to contribute to the maintenance of peace in the world. His Government was now forced to the conclusion that Japan and the other Members of the League had different views as to the means of establishing peace in the Far East. Japan, in those circumstances, had gone as far as it was possible for her to go in her efforts to co-operate with the League of Nations in Sino-Japanese problems. Japan would nevertheless, continue to do its utmost to establish peace in the Far East, and would continue to co-operate in the task of universal peace to the extent in which such co-operation remained possible.

M. Matsuoka and the other members of the Japanese delegation, after thanking the President, the Members of the Council and the Members of the Assembly for their efforts

during the last seventeen months, then left the Assembly room.

The Assembly, after having heard the observations of M. Wellington Koo (China), adopted the following resolution on the proposal of its President:

Whereas in virtue of Article 3, paragraph 3 of the Covenant, the Assembly may deal at its meetings with any matter affecting the peace of the world, and therefore cannot regard with indifference the development of the Sino-Japanese dispute;

And whereas, according to Part IV., Section 3 of the report adopted by the Assembly in virtue of Article 15, paragraph 4, the Members of the League "intend to abstain from taking any isolated action with regard to the situation in Manchuria and to continue to concert their action among themselves as well as with the interested States not members of the League," and, "in order to facilitate as far as possible the establishment in the Far East of a situation in conformity with the recommendations of the present report, the Secretary-General is instructed to communicate a copy of this report to the States non-members of the League who are signatories of or have acceded to the Pact of Paris or of the Nine-Power Treaty, informing them of the Assembly's hope that they will associate themselves with the views expressed in the report, and that they will, if necessary, concert their action and their attitude with the Members of the League;"

The Assembly decides to appoint an Advisory Committee to follow the situation, to assist the Assembly in performing its duties under Article 3, paragraph 3, and, with the same objects, to aid the Members of the League in concerting their action and their attitude among themselves and with the non-Member States.

The Committee will consist of the Members of the Committee of Nineteen and the representatives of Canada and the Netherlands.

The Committee will invite the Governments of the United States of America and the U.S.S.R. to take part in its work.

It shall report and make proposals to the Assembly whenever it thinks fit. It shall also communicate its reports to the Governments of the States non-Members of the League which are taking part in its proceedings.

The Assembly shall remain in session and its President, after consulting the Committee, may convene it whenever he thinks fit.

The report adopted by the Assembly was, in conformity with its provisions, communicated to the Governments of the United States and the Union of Socialist Soviet Republics. The

Government of the United States replied to the following effect on February 25th.

In the situation which has developed out of the controversy between China and Japan, the purpose of the United States has coincided in general with that of the League of Nations, the common objective being maintenance of peace and settlement of international disputes by pacific means. In pursuance of that objective, while the League of Nations has been exercising jurisdiction over a controversy between two of its members, the Government of the United States has endeavoured to give support, reserving to itself independence of judgment with regard to method and scope to the efforts of the League on behalf of peace.

The findings of fact arrived at by the League and the understanding of the facts derived by the American Government from reports made to it by its own representatives are in substantial accord. In the light of its findings of fact the Assembly of the League has formulated a measured statement of conclusions. With those conclusions the American Government is in general accord. In their affirmations, respectively of the principle of non-recognition and their attitude in regard thereto, the League and the United States are on common ground. The League has recommended principles of settlement. In so far as appropriate under the treaties to which it is a party, the American Government expresses its general endorsement of the principles thus recommended.

The American Government earnestly hopes that the two nations now engaged in controversy, both of which have long been in friendly relationship with our own and other peoples, may find it possible in the light of world opinion to conform their policies to the need and the desire of the family of nations that disputes between nations shall be settled by none but pacific means.

## 2. DISPUTE BETWEEN THE GOVERNMENT OF THE UNITED KINGDOM AND THE IMPERIAL GOVERNMENT OF PERSIA.\*

The Council on February 3rd noted the agreement reached between the Governments of the United Kingdom and Persia regarding the concession of the Anglo-Persian Oil Company.

Following an exchange of views on January 26th, 1933, the Council asked its rapporteur, the representative of Czechoslovakia, to get into touch with the parties and to submit suggestions as to the manner in which the dispute might be settled.

The rapporteur, after conversations with the representatives of the United Kingdom and Persia which lasted for some days, framed the following agreement, which was accepted by the parties and approved by the Council:

1. The two parties agree to suspend all proceedings before the Council until the session of May, 1933, with the option of prolonging, if necessary, this time limit by common agreement.

2. The two parties agree that the Company should immediately enter into negotiations with the Persian Government, the respective legal points of view being entirely reserved.

3. The two parties agree that the legal standpoint of each of them, as stated before the Council in their memoranda and in their verbal statements, remains entirely reserved. If the negotiations for the new concession remain without result, the question will come back before the Council, before which each party remains free to resume the defence of its case.

4. In accordance with the assurance given by the Persian Government in its telegram of December 19th, 1932, to the President of the Council, it is understood that while negotiations are proceeding and until the final settlement of the question, the work and operations of the Company in Persia will continue to be carried on as they were carried on before November 27th, 1932.

The representative of Persia stated that his Government, confident of its rights in the matter but desiring to show its goodwill, particularly towards the League of Nations, accepted the provisions of the proposed agreement. He thanked the rapporteur, M. Benes, and paid a tribute to his impartiality and justice.

The representative of the United Kingdom, accepting the proposals of the rapporteur and warmly thanking him for his good offices, declared that the Government of the United Kingdom had from the outset shown its desire to see an agreement reached between the Anglo-Persian Oil Company and the Persian Government provided it could be negotiated on a footing of equality. The proposed arrangement in his opinion, taken as a basis of negotiation, fulfilled that condition. He added that the true interests of the Persian Government and those of the great enterprise whose cause the Government of the United Kingdom defended were identical. For that reason he was persuaded that the two parties would succeed in reaching a new agreement advantageous to both of them.

## 3. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Committee of the Council instructed to follow the progress of the dispute between

\* See Monthly Summary, Vol. XIII, No. 1, page 18

Bolivia and Paraguay informed the Council on February 3rd that, during its meetings, it had examined the situation described in the telegram of December 31st, 1932, from the President of the Neutral Commission.\* The Neutral Commission had not yet communicated the replies which it had received to the question put to the four neighbouring countries (Argentina, Brazil, Chile and Peru) asking them what steps they would be disposed to take in order to prevent further bloodshed.

The Committee had contemplated the despatch to the spot of a small commission with instructions to make a report to the Council. It would be the task of that commission to study the situation, in consultation with the two Governments and the representatives on the spot of the Powers which were trying to find a solution of the dispute. It would be composed of three members, two of them being nationals of the Argentine Republic and the United States of America. The Committee of the Council had submitted this suggestion to the representatives of Bolivia and Paraguay, who, after consulting their Governments, had intimated that a further effort was being made by certain of the neighbouring countries, particularly by the Argentine and Chile, in collaboration with the Neutral Commission at Washington, with a view to bringing about a settlement of the dispute and a cessation of hostilities.

They approved the proposal in principle, but thought it preferable that the contemplated action should be postponed until the result of the efforts in progress were known. The Neutral Commission shared the views of the Governments of Bolivia and Paraguay. The Committee, in these circumstances, recommended the Council to postpone examination of the question, particularly as the commission which it was proposed to despatch could not reach any results without the consent and co-operation of the parties.

The Council, after hearing the representatives of Bolivia and Paraguay and the representative of Norway, addressed to the parties, on the proposal of the Committee, a telegram inviting the two Governments to take the necessary steps to put an end to hostilities and conclude an armistice. The Council at the same time declared that it would continue to follow events with attention, and reserved the right, if necessary, to submit proposals, expressing its desire that the negotiations in progress might lead to a settlement of the dispute.

The Government of Bolivia replied on

February 4th that it would continue to examine with respect the proposals submitted or to be submitted by the Commission of Neutrals and by the neighbouring States.

The Government of Paraguay stated on February 8th that it was prepared to cease hostilities if it obtained appropriate guarantees and submission of the dispute to an arbitral tribunal or court of international justice.

The Governments of the United Kingdom and France on February 21st, in a memorandum to the Secretary-General, recalled that the Committee of Three had on November 25th† drawn the attention of the Council to the fact that one of the difficulties in the way of a suspension of hostilities was the fear on either side of a possible rearmament of the opposite party. The Committee had pointed out that the two States involved in the dispute did not produce arms, munitions or implements of war, so that any increase in their military power depended on supplies from abroad. The Governments of France and the United Kingdom, convinced that in this special case the observations of the Committee were well founded and that the measure might be effective if all States participated in its application, affirmed that they were prepared to give effect, so far as they were concerned, to the suggestions of the Committee, and to consult the States non-Members of the League of Nations whose co-operation was essential. They therefore asked that the Council should study the measures which, in application of Article 11 of the Covenant, might be considered with a view to preventing the supply of arms and munitions to Bolivia and Paraguay.

The Committee of Three, after having examined the memorandum of the Governments of France and the United Kingdom, consulted the other Members of the Council. It was generally admitted that any action in the sense of the memorandum should apply to the two parties and should be provisional. The Members of the Council instructed the Committee of Three to study the detailed application of the proposal.

#### 4. DISPUTE BETWEEN COLOMBIA AND PERU.

The Governments of Colombia and Peru have replied to the telegrams addressed to them on January 26th by the Council‡ The Government of Colombia replied on January 28th that it would, in the exercise of its legitimate rights, abide strictly by the letter and

† See Monthly Summary, Vol. XII, No. 11, page 333.

‡ See Monthly Summary, Vol. XIII, No. 1, page 21.

\* See Monthly Summary, Vol. XII, No. 12, page 362.

spirit of the Covenant and by the recommendations contained in the various communications of the Council.

The Peruvian Government, on February 2nd, stated that it could not feel itself called upon not to resist the attack on Leticia, where there were Peruvians who protested against the injustice which separated them from their country of origin. It affirmed the sincerity of its desire to reach an agreement with Colombia, as had been shown by its acceptance of Brazil's proposal for mediation, the Government of Brazil having been asked provisionally to administer the territory of Leticia by both the Peruvian and Colombian Governments.

The Council, on February 3rd, considered these replies and heard the representatives of the parties.

M. Garcia Calderon (Peru) said that a thorough examination of the question would persuade the Council that the police operations of the Colombian Government might lead to war.

M. Santos (Colombia) emphasised that the Council had no need to make any inquiry since the parties were agreed upon the facts. He pointed out that, while Colombia had accepted the Brazilian proposals without amendment, Peru had accepted them only on condition that the administration of the territory of Leticia should be entrusted jointly to Brazil by Colombia and Peru. By what right could the Government of Peru entrust to Brazil the administration of the territory in question? He repeated that his country would agree to negotiate with Peru, but could not admit that Peru should resort to force in connection with the negotiations.

The Council decided to address to the Government of Peru a telegram from which the following passages may be quoted:

"The Council fully understands the preoccupation existing in Peru with regard to Peruvian nationals residing in Colombian territory, but it cannot admit that such feeling could authorise any forcible action to prevent the Colombian Government from re-establishing its authority in the territory which belongs to it by treaty. Further, it has received formal assurances from the Colombian Government that it has no intention to violate or to threaten any Peruvian territory and that it will act in strict accordance with the Council's recommendations in regard to exercise of moderation in the restoration of its authority in the territory which belongs to it by treaty.

"The Council believes that both parties are animated by a genuine desire to settle the dispute in accordance with the principles of the Covenant and that, if this attitude is maintained, the success of the proposals made in a fraternal spirit by the

Brazilian Government will be assured. The Council will be glad to be informed of the results of these proposals."

The Council further instructed its Committee of Three to continue to follow the progress of the dispute.

The Committee, composed of the representatives of the Irish Free State (Chairman), Spain and Guatemala, being informed by the Colombian delegation that an encounter had taken place at Putumayo between the Colombian expeditionary force and the Peruvian outposts in the territory, asked the Peruvian Government for information on February 16th and 17th.

The Peruvian Government replied by telegram on February 16th and 17th to the effect that the events which had occurred were due solely to the aggression of Colombian forces against the Peruvians which were occupying Tarapaca, adding that Tarapaca lay within the same territorial zone as Leticia, and that its unjustified cession to Colombia had been the subject of protests on the part of the Department of Loreto, which had decided to claim and occupy it on its own responsibility.

The Colombian Government, on February 18th in a communication addressed to the Secretary-General, after observing that the mediation of Brazil had been unsuccessful, asked that the Council should be urgently convened under Article 15 of the Covenant "for the purpose of examining, within the scope of the principles already formulated by the Council, the situation set up by the aggression of which Colombia was the victim and by the violation of plain and solemn treaties; of restoring, as was demanded by the unalterable principle of the observance of international agreements, the *status quo ante* September 3rd, 1932; and of deciding the extent and nature of the reparations to which the Republic of Colombia was entitled."

The Council, as a result of this communication, met on February 21st.

The representative of Peru intimated that, pending the instructions of his Government, he could not be present at the meeting. The President, after having deplored the absence of the Peruvian representative, observed that, when a question had been brought before the Council under Article 15 of the Covenant, the Governments of the parties should take steps to be represented. The absence of one party could not in any case be allowed to interrupt the discussions of the Council.

The Secretary-General made the statement contemplated in paragraph 1 of Article 15 of the Covenant. M. Santos, representative of

Colombia, then explained in what circumstances the mediation of Brazil had failed. He denounced the acts of aggression of Peru, and stated that Colombia had been obliged to break off diplomatic relations, adding that his country, though appealing specially to Article 15, relied also on the Covenant of the League as a whole in all its provisions.

† The Council considered that it was its duty first to ensure a settlement of the dispute, as provided in paragraph 3 of Article 15 of the Covenant. It therefore instructed the Committee of Three, in co-operation with the representatives of Colombia and Peru, to seek a basis of Agreement.

The President of the Council at the same time addressed an appeal to the two parties, urging that they should not hamper the task of the Council by any acts which were not in harmony with the communications addressed to them by the Council.

### III.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The General Commission of the Conference for the Reduction and Limitation of Armaments proceeded to a general discussion of the French Memorandum\* at meetings held from February 2nd to February 8th, 1933.

The Bureau of the Conference, on February 9th and 10th, then considered the programme of work submitted by the delegation of the United Kingdom.

The General Commission on February 13th, in conformity with the recommendations of the Bureau, decided to refer to the Political Commission questions relating to security mentioned under heading 2 (a) of the British programme, and to retain for its own examination the questions relating to effectives and land war material mentioned under heading 2 (b) of the British programme. It further instructed a drafting committee, under the chairmanship of M. Politis, to determine the points in relation to effectives concerning which the General Commission would have to take decisions of principle before submitting the questions raised to the Committee on Effectives.

The General Commission on February 16th began its examination of a questionnaire drawn up by the drafting committee. The questionnaire contained three lists of questions. The first list covered the French scheme for the standardisation of the armies of the European continent; the second list was a series relating to effectives in general, and the third was a series of questions on overseas effectives.

The Committee of Three met on several occasions as from February 23rd, and discussed matters successively with the representatives of Colombia and Peru.

The representative of Colombia on February 27th intimated that his Government, respecting the recommendations of the Council, had given orders to its forces not to proceed to any measure that might be regarded as an act of provocation or hostility towards the Peruvian garrisons.

The representative of Peru announced on the same day that his Government had given the necessary orders for an immediate cessation of hostilities.

Further, the Government of the United States of America informed the Secretary-General that, in identical notes addressed to the two Governments, it had fully supported the action taken by the Committee of the Council.

The Commission, on February 23rd, decided by a majority vote in favour of the standardisation of the armies of the European continent as armies with short term service and with limited effectives.

It decided by a majority vote on February 27th that the contemplated transformation should not cover overseas effectives. On February 28th it began the discussion of other points in the questionnaire relating to effectives

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The Political Commission of the Conference decided first to examine the draft declaration of non-recourse to force, applying to Europe submitted by the British delegation, and to pass subsequently to the draft Pact of Mutual Assistance mentioned in the French Memorandum. It instructed a drafting committee, under the chairmanship of M. Politis, to prepare a text of the undertaking not to resort to force.

\* \* \*

The General Commission on February 16th instructed an Air Committee, under the chairmanship of M. de Madariaga (Spain), to consider proposals submitted by various delegations, particularly by the British delegation, concerning military and civil aviation.

The Committee decided, on the assumption that military and naval aviation would be completely abolished, to study first the measures to be taken in respect of civil aviation in order to render possible the abolition of military and naval aviation. The Committee dealt successively with the question of the regulation, supervision and internationalisation of civil aviation.

\* See Monthly Summary, Vol XII, No. 11, page 322

The Committee for the Regulation of the Traffic in Arms and the Private and State Manufacture of Arms and Implements of War, under the chairmanship of M. de Scavenius (Denmark), decided, before taking a decision on the questions submitted by its Sub-Committee,\* to ask the General Commission to reply to the two following questions.

(a) Should the private manufacture of arms be prohibited?

(b) Should the manufacture of arms be internationalised?

\* \* \*

The Technical Committee of the National Defence Expenditure Commission, under the chairmanship of Mr. Lyon (United Kingdom), has continued its preparation of the report which it will submit to the Expenditure Commission.

#### IV.—TECHNICAL ORGANISATIONS.

##### I. ECONOMIC AND FINANCIAL ORGANISATION.

###### (a) *Appointment of an Expert under the Austrian Protocol.*

The Council has asked its President in office to submit by correspondence, for the agreement of its Members, the appointment of an expert to examine the capital outlays of the Austrian railways.

It will be the task of the expert appointed under Annex II, of the Austrian Protocol of July 15th, to determine to what extent the capital outlays of the railways are in fact indispensable, and to what extent they could be postponed.

###### (b) *Technical and Advisory Co-operation between Roumania and the League of Nations.*

The Council, on February 1st, considered the appointment of the experts provided under the agreement for technical and advisory co-operation between the League of Nations and Roumania.

The Council, under this Agreement, is required to appoint, in conjunction with the Roumanian Government, a financial adviser and a certain number of experts.

The Council, on the proposal of the representative of Norway, acting as rapporteur, are anxious that there should be no delay in carrying out the programme of reform, entrusted the appointment of the financial adviser and experts to a sub-committee consisting of its President, its rapporteur, and the representatives of Germany, the United Kingdom and France.

##### 2. HEALTH ORGANISATION.

###### (a) *Work of the Health Committee.*

The Council, on February 1st, approved the report of the rapporteur, the representative of the Irish Free State, on the nineteenth session of the Health Committee.†

The rapporteur drew special attention to the measures adopted by the Health Committee for an inquiry into the effects of the economic crisis on public health and the measures taken to encourage health administrations to co-operate in the solution of health problems arising in that connection. He recalled that the Health Committee had asked that the International Labour Office should be invited to co-operate in its work.

The Council approved this proposal, which received also the assent of the International Labour Office.

###### (b) *Influence of the Economic Crisis on Public Health.*

A Committee of Experts on Public Health and Social Insurance, appointed by the International Labour Office and the Health Organisation, met at Geneva under the chairmanship of M. Cahen Salvador, from February 16th to 18th to determine methods for the safeguarding of public health during the economic crisis and making the most of the resources at the disposal of the public health administrations.

The Committee was appointed as a result of a resolution of the Health Committee approved by the Council. The Health Committee represented that the economic crisis was having serious effects on public health and raised health problems of the greatest importance. It had further drawn attention to the budgetary economies which in all countries tended to diminish the activities of the health administrations and sickness insurance organisations (decrease in the activities of health agencies, social insurance, public assistance, medical relief, hospitals).

The Committee, after having reviewed and discussed the elements of the problem, instructed a drafting committee to prepare a report for submission to the Health Committee at its next session.

The Committee of Experts consists of the following members: M. Cahen Salvador

\* See Monthly Summary, Vol. XIII., No. 1, page 3.

† See Monthly Summary, Vol. XII., No. 10, page 281 et seq.

(Chairman), M. R. Laroque, Professor Goldmann, Professor Jameson, Dr. Morgan, Professor Parisot, Professor Stampar, Dr. Strode, Pro-

fessor P. Wolff, Dr. Mosbacher, Dr. Bauer, MM. Jauriaux, Lehmann, Yung, and Dr. Winter

## V.—PROTECTION OF MINORITIES.

The Council on February 1st considered various questions relating to the protection of minorities.

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### 1. EXECUTION OF AGRARIAN REFORM IN POLAND.

The representative of Germany was unable in December last to accept the report submitted to the Council by the representative of Japan, and the Special Committee which had been instructed to study the execution of agrarian reform in Poland accordingly resumed its consideration of the matter.\* The proposals submitted to the Special Committee by the German delegation did not appear to be acceptable. Moreover, its efforts to obtain the adherence of the German Government to the report presented on December 9th last were unavailing.

The representative of Japan, as rapporteur, declared in these circumstances that he could only note with regret that the negotiations in view of which the question had been adjourned on December 19th, 1932, had not resulted in any positive solution.

The representative of Germany recalled that the German delegation had not confined itself to merely negative criticism of the report, but had submitted positive observations which, unfortunately, had not proved acceptable. He added that, as the differences of opinion between Poland and Germany had not been removed in regard to the application of the agrarian reform, the exercise of the right of pre-emption and the refusal for conveyance of land and the allocation of parcels of land, the German Government, in view of the great importance of these problems, found it necessary to refer the matter to the Permanent Court of International Justice.

The representative of Poland observed that the Polish agrarian law was in character a general economic and social measure which had been applied uniformly to all citizens. The law, in his opinion, was quite unconnected with the minorities problem. He added that the Polish Government, in deference to the Council Committee, had contemplated the possibility of making certain concessions, not for any reasons based on fact or law, but solely with a view to facilitating a friendly solution. His Government would resist any attempt to create

unfair privileges on behalf of certain groups of the population, and would not tolerate impediments being placed under any pretext whatsoever in the way of the normal functioning of the State's internal activities

The representative of Germany protested against the view expressed by the Polish representative that there had been political action which constituted an abuse of power. He added that the German Government, acting in accordance with its obligations as a Member of the Council, would do its utmost to assist in ensuring that the protection of the rights of minorities was as effective as possible in conformity with the Covenant and international undertakings. The German nation could not evade its sacred obligations in connection with the rights and interests of minorities.

He explained, without detailing the reasons which had prevented his Government from accepting the report of the Committee, that the German Government considered that the global numerical rectification proposed in the report would not remove the individual discriminatory treatment applied to the minority in special cases, and that it would afford no redress to the small or average-sized German estates which had been unfairly treated. The real reason, in his opinion, why the Council had been obliged at almost every session to deal with complaints from the German minority was that discrimination had been exercised against that minority, as was noted in the report accepted by the Polish Government itself. No one would be better pleased than the German Government if the situation of the Polish minority of German language and race were such that it gave no cause for any complaint to the Council of the League of Nations.

The representatives of the United Kingdom and France expressed regret that the German Government had not felt able to accept the report of the Committee which, in their opinion, settled the questions at issue in a just and satisfactory manner.

The representative of Czechoslovakia affirmed that his country attached great importance to an honourable application of the minority treaties both in the interests of the minorities and in the interests of the States to which they belonged. He would consider it very regrettable

\* See Monthly Summary, Vol. XII, No. 12, page 354.

if any words were uttered that might be interpreted to mean, or might produce the impression, that the Members of the Council were guided in this question by any other consideration than the duty they had assumed in the minority treaties.

The representative of Norway expressed the opinion that the report which, for certain reasons, had not been unanimously approved, perhaps contained the maximum of what the Council could secure. In his opinion the Council could rely on the Polish Government, which had accepted the conclusions of the Committee, complying with its proposals pending the final solution of the problem.

The Council, on the proposal of the rapporteur, finally approved the suggestion of the President to declare the examination of the question to be closed in view of the communication of the German representative.

. . .

## 2. APPLICATION OF THE GERMANO-POLISH CONVENTION OF MAY 15TH, 1932, RELATING TO UPPER SILESIA.

### (a) *Petitions of the Deutscher Volksbund, of M. Bienek and M. Kasiolek.*

The first of these petitions concerns the question of the property rights over the St. Julius hospital, and the other two relate to the personal situation of the petitioners. Though they refer to subjects which have no real analogy they have one element in common, namely, that all three deal with questions which, for the moment, are the subject of domestic jurisdiction.

This objection raised by the Polish Government in its observations on the three petitions raised a previous question of a definitely legal character, and the Council accordingly referred it for consideration to a committee of jurists.

### (b) *Petition from the Polish Catholic School Association of Upper Silesia.\**

The Council in October authorised its rapporteur to request the opinion of a committee of jurists on the following point: Had the authorities the right to demand that pupils of the minority private extension or vocational schools, established in conformity with Article 115 of the Convention relating to Upper Silesia, should at the same time attend State schools until the instruction given in the private schools had been declared adequate by the competent authorities?

The committee of jurists, composed of Messrs. Bourquin (Belgian), Ferrari dalle Spade

(Italian) and Max Huber (Swiss), expressed the view that to render possible the normal exercise of the right of the members of minorities to be exempted from attending State schools when attending private schools or courses giving adequate instruction, and to ensure the normal working of the private schools and courses, the State education authorities should refrain from requiring attendance at State establishments until they had definitely decided whether the corresponding private education was adequate or not. On the other hand, members of the minority could not claim exemption from State education merely on the ground that they were attending a private class, if the education authorities had not recognised in advance, at all events provisionally, that the classes could provide adequate training. Such provisional recognition involved provisional exemption from attendance at the State school.

The jurists observed, however, that it was desirable that the period during which the State exercised control, in order to ascertain whether the instruction given was adequate or not, should be as short as was compatible with a serious consideration of the matter. If, after the period of control, the competent authority came to the conclusion that the instruction was inadequate, it was under no obligation to regard the period of attendance at the private school in question as valid from the point of view of school attendance.

The representative of Poland, accepting the opinion of the jurists, hoped that the interpretation which they had given would not give rise to any future complaints from the Polish minority in regard to the application of the right of the German authorities to supervise private teaching.

The representative of Germany, accepting the report, declared that the interpretation of the jurists was in complete accord with that of the German Government. He added that his Government had always carried out legal opinions in accordance with their letter and their spirit, once it had specifically agreed in the Council to put them into effect. He was therefore in a position to remove any misgivings which Poland might entertain in regard to the application of the principles laid down.

### (c) *Petition of the Association of Poles in Germany.*

This petition referred to the treatment to which the Polish minority in German Upper Silesia (Germany) was alleged to have been exposed in connection with the elections to the Prussian Diet in April, 1932.

\* See Monthly Summary, Vol. XII., No. 10, page 293.



The petitioners complained that the Polish minority had been prevented from preparing to express its will freely by the measures and attitude adopted by the German authorities and by a series of acts of moral and physical terrorism, with the result that the Polish minority was unable to secure equitable representation.

The petitioners referred to two measures adopted by the German authorities: (1) a Decree of the Prussian Minister of the Interior, dated March 19th, 1932, and a Decree of the President of the Reich, of March 27th, 1932, under which the Polish Catholic Popular Party was alleged to have been obliged to submit its election addresses and handbills to censorship before publication; (2) a Decree of the Reich Minister of the Interior, dated December 3rd, 1931, and of the Prussian Minister of the Interior of December 9th, 1931, under which the Polish Catholic Popular Party was alleged to have been compelled to have its name officially registered in German, contrary to the procedure of previous years. Moreover, these decrees had not been made public. Finally the petition contained a list of forty-one cases of alleged violence.

The German Government, in its observations, contested the allegations of the petitioners to the effect that the measures and attitude adopted by the German authorities had caused any falling off in the number of votes given to the Polish Catholic Popular Party in Upper Silesia. With regard to the decrees concerning a prior submission of election literature to censorship, the German Government stated that these provisions, designed for the maintenance of internal peace, were applicable to the whole territory of the Reich and to all parties. Regarding the decrees concerning the language in which the candidatures had been put forward, the German Government explained that these candidatures could always be submitted in both German and Polish, but that, contrary to the previous practice, the German text had to be put first, German being the official language. In regard to the non-publication of these decrees, the German Government declared that the leaders of the Polish Catholic Popular Party had been informed of them as far back as April 7th, 1932, and that the necessary changes had been made in the Polish candidature by agreement. With regard to the allegations of violence by the petitioners, the German Government contended that the

numerous meetings, which had amounted to more than seventy, held by that party in the province of Upper Silesia during the electoral period, were sufficient proof that the minority had not been hampered in its preparations for the election. Information was given on each of the cases of violence alleged in the petition.

The representative of Japan, acting as rapporteur, declared in view of this situation that the explanations of the German Government seemed to be satisfactory, and asked that the Council should take note of them. In reference to the complaints made that there had been cases of violence, he was not of opinion that their importance justified a detailed examination by the Council, and he asked that the Secretary-General should be instructed to forward them, so far as they related to territory to which the Geneva Convention applied, to the German Government for submission to the local procedure.

The representative of the Polish Government said that public opinion in his country was following with special interest the situation of the five hundred thousand Poles living in a compact group in German Upper Silesia. The petition before the Council threw some light on this situation, which left much to be desired. Commenting on the grievances set forth in the petition of the Polish minority and on the observations of the Polish Government, he observed that the electoral campaign had taken place in an atmosphere of abnormal excitement prejudicial to the interests of the minority.

The representative of Germany, after proposing that the Council should note the report submitted to it, explained that, without either questioning or accepting for the moment the figure of five hundred thousand mentioned by the representative of Poland, he would confine himself to indicating that the Polish participation in the Prussian Diet elections in Upper Silesia was twenty-seven thousand six hundred, representing 3.95 per cent of the total number of votes. The number of Polish voters for the Reichstag elections for the same year was fourteen thousand five hundred, or 2 per cent, of the total number of votes.

The Polish representative then gave some explanations and details regarding the figures to which he had referred.

The Council finally adopted the conclusions of its rapporteur, the representative of Poland abstaining from the vote.

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## VI.—ADMINISTRATIVE QUESTIONS.

## I. MANDATES.

*Frontier between Syria and Iraq.*

*Appointment of the Chairman of the Commission for the Demarcation of the Frontier between Syria and Iraq.\**

The President of the Council, at the request of the Governments of France and Iraq, appointed on February 14th, 1933, as Chairman of the Commission for the demarcation of the frontier between Iraq and Syria, Colonel Frédéric Iselin, of Swiss nationality, ex-Chairman of the Commission which was instructed by the Council in 1932 to collect information on the spot in regard to the frontier.

## 2. DANZIG.

(a) *Customs Questions ; Question of Nationalised Quota Goods ; Import Quotas.*

The Council on February 1st dealt with various questions relating to the Free City of Danzig.

It noted and approved the decisions of the High Commissioner of the League of Nations regarding certain customs questions and nationalised quota goods.

The High Commissioner promulgated a decision on November 20th, 1932, relating to import quotas. The Government of the Free City of Danzig and the Polish Government both appealed against that decision. The Council considered that the question involved amendments to the Warsaw Agreement, and therefore thought it preferable to postpone considering the matter until the High Commissioner had invited the views of the experts which were to be consulted upon other requests involving amendments to that Agreement.

The President of the Free City described the situation in law, as embodied in the decisions taken regarding trade between Danzig and Poland, emphasising the numerous difficulties whereby that trade was hampered. He urgently appealed to the Polish representative to ensure that the difficulties hitherto raised by the Polish authorities, which were hampering the trade between Danzig and Poland, should be removed in conformity with the decisions of the Council and existing treaties. He contended that this appeal was all the more justified as the Polish restrictions had recently developed to such an extent that they imperilled the economic existence of the Free City. He affirmed that the Free City could only continue to exist as created by the Treaty of Versailles

if the economic rights accorded to Danzig by the Treaties were respected by Poland, adding that if there was failure to re-establish normal commercial trade without delay, further disputes would be inevitable, and that it would be for the Council to study the possibility of ensuring in future the foundations of the economic existence of Danzig as a question of principle.

The representative of Poland replied that his Government was ready to study, in direct touch with the President of the Senate of the Free City, any questions which might be usefully discussed with a view to seeking solutions calculated to meet the legitimate interests of the two parties.

The representative of the United Kingdom, acting as rapporteur, expressed the hope that the undertakings given by the parties would have practical consequences and that the negotiations would reach a successful conclusion.

(b) *Questions of Procedure in Matters of "Direct Action."*

The Council, which, in November, 1932, appointed a Committee of three members to examine and report on the question of "direct action," noted the conclusions of the Committee, which involved amendments to be introduced into the procedure laid down by the resolution of the Council of March 13th, 1925.

The representative of the United Kingdom, acting as rapporteur, proposed that the question should be postponed to the next session so that the Council might have time to study the conclusions of its special Committee. Meanwhile the former procedure would remain in force.

The representative of the Free City of Danzig pressed for an immediate settlement. He recalled on various occasions that the Council, in dealing with questions that raised the problem of direct action, had recorded its opinion that the definition of "direct action" (resolution of March 13th, 1925) was lacking in clarity, and that the procedure laid down was too complicated and not very practical. He felt that the proposals of the Committee were quite acceptable and asked that the new procedure should be introduced immediately as an experiment.

The representative of Germany supported the declarations of the President of the Senate of Danzig, and stated that the cases of "direct action" which had arisen showed that the favourable development of the political and economic relations between Danzig and Poland

\* See Monthly Summary, Vol. XII., No 10, page 291.

would be in danger so long as the procedure to be followed in such matters was not satisfactorily determined.

The representative of Poland observed that the question of the procedure to be followed in "direct action" had been placed on the agenda of the Council on the initiative of the Polish delegation. He explained that for the moment it was not proposed to settle either a particular case or an urgent problem, but to establish for the future a better system. A more thorough study would, in his opinion, enable a more satisfactory solution to be reached.

The representative of the United Kingdom, as rapporteur, observed that the report had only just been placed in the hands of the parties concerned. He added that, though the procedure hitherto applied had not, as the Council had noted on previous occasions, proved to be completely satisfactory, it had nevertheless been in force for eight years. It was not, therefore, unreasonable to allow the Members of the Council time to study the report.

(c) *Appointment of the High Commissioner.*

The Council decided on February 1st to prolong until October 15th, 1933, the term of office of M. Rosting as High Commissioner of the League of Nations at Danzig.

The representative of France, on that occasion, hoped that a more permanent arrangement might shortly be made. He regretted the prolongation of a provisional situation.

### 3. THE SAAR.

(a) *Report of the Governing Commission of the Saar.*

The Governing Commission of the Saar Territory has forwarded to the Secretary-General of the League of Nations its fifty-second periodical report.

The report, summarised below, covers the activity of the Commission during the fourth and last quarter of 1932.

1 *Economic and Social Position.*—The report gives statistics of the production of coal, coke, pig-iron, steel, and the cost of living. It states that the number of unemployed, which amounted on September 28th, 1932, to 40,319, exceeded at the end of December 44,178. Last year the number of unemployed during the same period rose from 21,829 to 35,116. The unemployed and their families receive relief from funds provided for the purpose. The Commission has also drawn upon credits placed on the budget either for the execution of works by the unemployed or with a view to relieving them productively.

2. *Administrative Position.*—The Commission,

which is endeavouring to return gradually to normal conditions in respect of housing, has nevertheless been obliged to prolong up to December 31st, 1932, the validity of its Decree of June 28th, 1929, providing for exceptional measures. The Commission has decided that there shall be withdrawn from this provisional system, in proportion as they are freed at Saarebruck, all dwellings whose rent in peace time amounted to 700 marks and in the other communes dwellings whose pre-war rent amounted to 500 marks. The exceptional régime has now been abolished in 268 communes, comprising 473,000 inhabitants, but is still maintained in 17 communes, comprising 296,000 inhabitants.

\* \* \*

The communal and district elections took place on November 13th, under the regulations in force. Elections were accordingly held upon a scrutin de listes, general, equal, direct and secret, on the basis of proportional representation. The result of the elections, compared with those of 1929, shows an appreciable increase of the extreme parties of the Right and Left, to the detriment of the other groups.

The Commission, by a decision taken on November 8th, decreed the immediate dissolution of all the Nationalist organisations which in the territory of the Saar were engaging in activities contrary to the provisions of the Decree of September 12th, 1928.

The economic crisis has not yet diminished and the number of unemployed has increased. The financial situation has therefore not ceased to be critical and calls for the utmost vigilance and the strictest economy on the part of the Governing Commission.

The preparation of the budget for the financial year 1933 has, as would be expected, shown that equilibrium will with difficulty be achieved.

The Governing Commission, by a Decree dated October 8th, 1932, after consulting the elected representatives of the people, has liquidated the credits upon mortgages valued in paper marks. The rate of valorisation has been fixed at 30 per cent. of the gold value of the mortgages, and creditors have been invited to declare their rights as from December 1st, 1932. The amount at which their credits are liquidated is paid within fifteen days of their declaration.

The Governing Commission, by a Decree of November 23rd, 1932, and in agreement with the trade associations concerned, has drawn up regulations for the protection of retail trade against an undue extension of certain new practices.

Any distributions of gifts other than those which consist in objects of small value or in return for which the vendor offers a fixed sum of money which must correspond with the normal retail price of the gifts have been prohibited

The Commission has also prohibited clearance sales except when they are the result of the liquidation of a business, or the establishment of a branch, or a definite department. It has prohibited the establishment of shops where all goods are of one price. It has further strengthened the provisions of the laws against unfair competition.

#### (b) *Catastrophe at Neunkirchen.*

The Acting President of the Council, on the occasion of the catastrophe which took place on Friday, February 10th, at Neunkirchen in the Saar Basin, addressed to the Governing Commission of the Saar the following telegram:

"On behalf of the Council of the League of Nations I beg you to express to the population of the Saar, and particularly to the families who have suffered bereavement, my heartfelt and respectful sympathy in the terrible catastrophe by which they have been overtaken."

The Secretary-General also sent to the Chairman of the Governing Commission a telegram of sympathy.

## VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS

#### *Registration of Treaties.*

Among the treaties, agreements and international engagements registered with the League Secretariat during February are the following:

A Treaty of arbitration and a treaty of conciliation between the United States of America and Greece (Washington, June 19th, 1930), presented by Greece;

A Treaty of conciliation, judicial settlement and arbitration between Spain and the Netherlands (The Hague, March 30th, 1931), presented by Spain;

A Treaty of friendship between Estonia and Persia (Moscow, October 3rd, 1931), presented by Estonia;

A Protocol of instructions for the delimitation and marking of the boundary between Brazil and Paraguay (Rio de Janeiro, May 9th, 1930) and an Exchange of Notes relating thereto (Asuncion, November 30th and December 9th, 1931), presented by Brazil;

A Convention between France and Italy regarding the delimitation of the frontier on the railway line Conti-Vintimille (Paris, July 8th, 1930), presented by France;

An Exchange of Notes between Germany and Brazil constituting a commercial agreement (Rio de Janeiro, October 22nd, 1931), presented by Brazil;

An Exchange of Notes between Brazil and Czechoslovakia constituting a commercial agreement (Rio de Janeiro, November 27th, 1931), presented by Brazil;

An Exchange of Notes between Brazil and Latvia constituting a commercial agreement (Paris, September 21st, 1932), presented by Latvia;

A Convention between the Economic Union of Belgium and Luxemburg and Hungary for

the settlement, by means of compensation, of the commercial credits between the Economic Union of Belgium and Luxemburg and Hungary (Budapest, March 26th, 1932), presented by Belgium;

A general air navigation Convention and an Agreement regarding the establishment and operation of air lines passing over the respective territories of the two countries (Madrid, February 27th, 1932), presented by Belgium;

A Convention regarding air navigation between Spain and the Netherlands (Madrid, February 14th, 1930), presented by the Netherlands;

A Protocol between Poland and Czechoslovakia modifying certain provisions of the Railway Convention of May 30th, 1927, presented by Poland;

The Convention for the unification of certain rules regarding international air transport, with Additional Protocol and Final Protocol of the Second International Conference of Private Aerial Law (Warsaw, October 12th, 1929), presented by Brazil, Poland and Yugoslavia;

An Exchange of Notes between the United States of America and Italy constituting an agreement concerning reciprocal recognition of certificates of inspection of vessels assigned to the transportation of passengers (Washington, June 1st, August 5th and 17th, 1931), presented by Italy;

An Agreement between Great Britain and Northern Ireland and France for the exchange of postal parcels subject to the collection of trade charges and detailed regulations annexed thereto (St. Lucia, April 25th, 1932, and Paris, August 22nd, 1932), presented by Great Britain;

An Agreement between Great Britain and Northern Ireland and Italy respecting the

exchange of postal parcels between Italy and Ceylon (Rome, July 1st, 1932), presented by Great Britain ;

A Protocol between Great Britain and Northern Ireland and France and Iraq for the transfer from the United Kingdom to Iraq of certain rights and obligations under the San Remo Oil Agreement of April 24th, 1920, and the Convention between the United Kingdom

and France of December 23rd, 1920, relating to Mandates in the Middle East (Geneva, October 10th, 1932), presented by the British Government ;

An Exchange of Notes between Denmark and Poland with the object of introducing further simplifications to the Civil Procedure Convention of 1905 (Copenhagen, January 25th, 1933), presented by Denmark.

## VIII.—INTELLECTUAL CO-OPERATION.

### 1. ESTABLISHMENT OF AN INTERNATIONAL COMMITTEE OF ARCHITECTS.

The British Government has addressed to the Secretary-General a Memorandum on the establishment of an international committee of architects under the auspices of the League of Nations.

The Government of the United Kingdom emphasises the necessity of reform and revision of the present rules under which international architectural competitions are organised. It recalls that the Congress of Architects, which met at The Hague in 1927, adopted a resolution recommending the framing of standard conditions to be strictly observed by juries in their decisions. It further observes that, in 1928 and 1929, at Winchester and Strasburg, the Franco-British Union of Architects pointed out that the best way of settling the question would be to invite the assistance of the League of Nations and of the Permanent International Committee of Architects. It adds that in 1931 the Union proposed the constitution by the League of Nations of a Permanent Committee of five architects, chosen from a list drawn up by the Permanent International Committee, to fulfil the duties of an advisory body in all architectural competitions of an international character. The Committee would appoint the juries, fix the programmes and conditions of the competitions, and frame a series of standard rules based on the conditions accepted by the societies of architects, members of the Permanent International Committee.

The British Government explains, moreover, that, as a result of steps taken by the National British Section, it has decided to ask the Council to study the proposal of the Permanent International Committee of Architects. It has accordingly submitted a draft resolution inviting the Secretary-General to forward that proposal to the International Intellectual Co-operation Organisation for examination.

The Council on February 3rd adopted this draft resolution.

### 2. BROADCASTING.

A Committee consisting of several directors of the principal broadcasting firms met at the International Institute of Intellectual Co-operation to consider what preventive and positive measures the Governments and broadcasting firms might take with a view to making a more effective use of this new instrument in the interests of peace.

These inquiries bore particularly upon subjects such as might be dealt with in general or regional agreements between Governments and broadcasting firms. The application of these agreements and the possibility of suppressing broadcasts likely seriously to disturb good international relations were considered.

The Committee also attempted to suggest constructive measures likely to bring the nations nearer together by means of broadcasts acquainting them mutually with the various aspects of their civilisation.

The following representatives took part in the meeting: Major C. F. Atkinson, member of the Council of the International Broadcasting Union; Mr. A. R. Burrows, Secretary-General of the International Broadcasting Union; M. H. Giesecke, Director of the Reich Broadcasting Company; M. C. Montefinale, Expert at the Italian Ministry of Communications; M. Arnold Raestad, former Norwegian Foreign Minister; M. Mario Rôques, Professor at the Sorbonne; M. L. Sourek, President of the Legal Committee of the International Broadcasting Union; M. R. Homburg, Secretary-General of the International Wireless Committee; M. Joseph Raeber, Director of the International Office of the Telegraphic Union; M. Jaime Torres-Bodet, Secretary of the Mexican Legation.

## IX.—SOCIAL AND HUMANITARIAN QUESTIONS.

## I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

*Commission of Inquiry into the Traffic in Women and Children in the East.\**

The report of the Commission of Inquiry into the Traffic in Women and Children in the East was discussed by the Council on February 1st.

The report reviews the economic and social conditions of the countries visited and submits suggestions for dealing with the traffic. It insists on the need for international co-operation, and proposes that central authorities should be established in the several countries to collect information relating to the traffic and to organise an exchange of information between them. It contemplates that the States will adhere to the Agreement of 1904 and the Conventions of 1910 and 1921. It affirms that licensed houses provide the surest market for the international traffic, and that their suppression would enable the evil to be attacked at the root. Finally, it recommends that there should be co-operation with missions and private organisations.

The Council, after having paid a tribute to the work of the inquirers, and thanked the Social Hygiene Bureau of New York, whose generosity enabled the inquiry to be held, asked the Commission for the Protection and Welfare of Children and Young People to study the report and to indicate the practical steps involved by its recommendations.

The Commission will consult in writing the central offices of missions and private organisa-

tions and will invite their opinions at one of its meetings

\* \* \*

The representative of China at the Council meeting declared that, though the first duty of the League of Nations was to maintain and encourage peace, its social and humanitarian activities nevertheless constituted an essential element in its efforts for the consolidation of peace. He observed that in cities like Shanghai a closer co-operation between the Chinese authorities and the authorities in the concessions was urgently necessary with a view to co-ordinating the campaign against the traffic. He added that it was highly desirable for a Chinese representative to form part of the Advisory Commission for the Protection and Welfare of Children and Young People, so that his country might not only be able to participate in the discussion of the report but also to contribute to the suppression of the traffic.

## 2. REFUGEES.

*International Nansen Refugee Office.**Appointment of the Chairman of the Governing Body.*

M. Max Huber, Chairman of the Governing Body of the Nansen International Refugee Office, resigned his position in January. The Assembly, on February 24th, appointed as his successor M. Georges Werner, Professor of Law at the University of Geneva, Judge of the Appeal Court of Geneva, Vice-Chairman of the International Committee of the Red Cross and member of the Governing Body of the Office.

## X.—INTERNAL ORGANISATION QUESTIONS.

## 1. APPOINTMENT OF A DEPUTY SECRETARY-GENERAL AND AN UNDER SECRETARY-GENERAL.

The Council on February 3rd appointed as Deputy Secretary-General M. Pablo de Azcarate (Spanish), and as Under Secretary-General Mr. F. P. Walters (British).

\* \* \*

M. Pablo de Azcarate, born at Madrid on July 30th, 1890.

Doctor in Law of the University of Madrid (1911).

Professor of Administrative Law at the University of Santiago de Compostella (1913)

Professor of Administrative Law at the University of Grenada (1915).

Parliamentary Deputy for Leon (1918).

Sent on a mission by the Ministry of Public Education to France and England to study the control exercised by the State over industry during the war (1919-20)

Member of the Minorities Section of the Secretariat of the League of Nations (1922).

Director of the Minorities Section (1930)

\* \* \*

Mr. F. P. Walters, born in the Isle of Man in 1888.

Fellow and Tutor of University College, Oxford.

Officer in the British Army from 1914 to 1918.

Private Secretary to Viscount Grey of Fallodon, former British Foreign Secretary (1919).

*Chef de Cabinet* of the Secretary-General of the League of Nations from 1920 to 1933

\* See Monthly Summary, Vol. XII, No. 12, page 363.

2. MEETING OF THE SUPERVISORY  
COMMISSION.

The Supervisory Commission met from February 6th to 8th to examine the adminis-

trative and budgetary questions submitted to it by the Assembly

It re-elected M. Osusky (Czechoslovakia) Chairman, and Lord Meston of Agra (India) Vice-Chairman.

XI.—FORTHCOMING EVENTS.

March 18th.—Sub-Committee of Fiscal Committee, New York

March 20th.—Drafting Committee of the Commission of Experts on Public Health in Times of Crisis, Paris.

March 21st.—Special Committee on Tobacco, Geneva.

March 27th.—Child Welfare Committee, Geneva.

April 4th.—Traffic in Women and Children Committee, Geneva.

April 20th.—Committee to Study the existing System of Elections to the Council, Geneva.

April 24th.—Financial Committee, Geneva.

April 25th.—Organising Committee of the Council for the Monetary and Economic Conference, Geneva.

April 26th.—Supervisory Commission, Geneva.

April 26th.—Economic Committee, Geneva.

May 1st.—Building Committee, Geneva.

May 3rd.—Permanent Committee on Arts and Letters, Madrid.

May 4th.—Permanent Central Opium Board, Geneva.

May 8th.—Seventy-second Session of the Council, Geneva.

May 15th.—Advisory Committee on Traffic in Opium, Geneva

—Monetary and Economic Conference, London.

June 19th.—Permanent Mandates Commission, Geneva.

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# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## 1. TWENTY-SEVENTH SESSION OF THE COURT.

Pursuant to Article 27 of the Rules of Court, the ordinary session for 1933 (twenty-seventh session) was opened on February 1st. So far the list for the session includes the cases concerning the appeals of the Czechoslovak Government from certain judgments rendered by the Hungaro-Czechoslovak Mixed Arbitral Tribunal (jurisdiction). It has not yet been possible to begin the actual work of this session as the list for the extraordinary session now in progress will not be finished until the Court has delivered judgment in the Eastern Greenland case.

## 2. LEGAL STATUS OF CERTAIN PARTS OF EASTERN GREENLAND (DENMARK *v.* NORWAY).†

On February 1st, 2nd, 3rd, 4th, 6th and 7th, the Court heard the oral rejoinders presented on behalf of the Norwegian Government by Messrs. Gilbert Gidel and Per Rygh.

The President then called on M. Steglich-Petersen, who, on February 7th, submitted observations on behalf of the Danish Government upon the new documents produced by the Norwegian Government's representatives in the course of their oral rejoinders.

Following upon these observations, the hearings were declared closed, subject to the Court's right, if necessary, to call upon the Parties for further information. The Court is now deliberating upon its judgment.

## 3. PRINCE OF PLESS ADMINISTRATION (GERMANY *v.* POLAND).

On February 4th the Court made an Order in the suit concerning the administration of the Prince of Pless, brought by the German Government against the Polish Government in May, 1932. In October, 1932, the latter Government lodged a preliminary objection submitting that the Court should declare the German Government's claim inadmissible. The German Government, for its part, asked the Court to overrule the objection and judge the case on its merits.

The Court in its Order joins the objection to the merits of the suit in order to pass upon the objection and, if the latter is overruled, upon the merits, by means of a single judgment. For this purpose it fixes time-limits for the filing of the further documents of the written proceedings on the merits, expiring on October 15th, 1933, but liable to extension under

certain conditions and subject to certain reservations.

In the recitals of the Order, the Court points out that the treaty clause on the basis of which the suit was brought presupposes the existence of a difference of opinion between the parties. Poland, however, maintains that no such difference exists. The Court is of opinion that, in order to settle this point, it is first necessary to determine the subject of the dispute, and further that, since the Application leaves some doubt on this matter, the existence of a difference of opinion can only be ascertained on the basis of a full knowledge of the facts alleged by the applicant, such as can only be obtained from the proceedings on the merits.

The Court next recalls that Poland maintains in the second place that the German Application is inadmissible so long as the Prince von Pless has not exhausted the means of redress open to him under Polish law. Appeals against several decisions cited in the case and relating to the taxes payable by the Prince are indeed pending before the Supreme Administrative Tribunal at Warsaw. Without passing upon the question of the applicability of the principle as to the exhaustion of internal means of redress, the Court considers that it will be an advantage to be acquainted with the decisions on appeal of this tribunal; accordingly, it proposes to arrange its procedure, that is to say, fix the time-limits, with this end in view.

The Court thinks it also desirable that the Polish Counter-Case on the merits should be enabled to take these decisions into account, though this must not involve a denial of justice. Thus, while the Court undertakes to accede to a request by the Polish Government for an extension of the time-limits fixed, should the decision of the Supreme Administrative Tribunal be delayed, it also recognises the right of the German Government to plead that there has been an unwarrantable delay by the Supreme Tribunal in rendering those decisions. In this latter case the Court will decide after hearing the parties.

## 4. CASES CONCERNING CERTAIN JUDGMENTS RENDERED BY THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL.

Within the time-limit fixed by the Court for the purpose, which expired on February 28th, the two Parties filed their written statements concerning the scope of Article X. of Agreement No. II., signed at Paris on April 28th, 1930, taking into consideration the statutory provi-

\* This chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, 1933, Vol. XIII, No. 1, page 24.



sions governing the jurisdiction and working of the Court.

5. PROTOCOL OF SIGNATURE OF DECEMBER 16TH, 1920, CONCERNING THE STATUTE OF THE PERMANENT COURT.

The Dominican Republic forwarded to the Secretariat its ratification of this Protocol on February 4th, 1933.

6 THE OPTIONAL CLAUSE.

The Dominican Republic forwarded its ratification of the Optional Clause of the Court Statute on February 4th.

M von Keller, on February 9th, signed for a further period as from March 1st, 1933, the Optional Clause of the Statute of the Permanent Court of International Justice, with the following reservation :

"On behalf of the German Government I recognise as compulsory, *ipso facto* and without special agreement, in relation to any other Member or State accepting the same obligation, the jurisdiction of the Court in conformity with

Article 36, paragraph 2, of the Statute of the Court for a period of five years from March 1st, 1933. This declaration covers all disputes arising after the ratification of the declaration made at Geneva on September 23rd, 1927, or which may arise in the future with regard to situations or facts subsequent to that ratification, except in cases where the parties have agreed or shall agree to have recourse to another method of pacific settlement. The present declaration will enter into force on the day of its ratification."

7. PROTOCOL OF SEPTEMBER 14TH, 1929, CONCERNING THE REVISION OF THE COURT STATUTE.

Lithuania and the Dominican Republic forwarded their ratification of the Protocol on January 23rd and February 4th respectively.

8. PROTOCOL OF SEPTEMBER 14TH, 1929, CONCERNING THE ADHERENCE OF THE UNITED STATES OF AMERICA.

Lithuania and the Dominican Republic communicated to the Secretariat of the League of Nations their ratification of the Protocol on January 23rd and February 4th respectively.

## ANNEX I.

Organisations and Commissions of the League of Nations.<sup>1</sup>

## A.—THE ASSEMBLY.

(Constituted under the Covenant of the League of Nations (Articles 2 and 3); consists of not more than three representatives of each State Member.)

## B.—THE COUNCIL.

(Constituted under the Covenant of the League of Nations (Articles 2 and 4); consists of the representatives of the British Empire, France, Germany, Italy and Japan, who are permanent Members, and those of nine other States elected by the Assembly<sup>2</sup>)

*Membership in 1932-33.*

China	Japan
Czechoslovakia	Mexico
France	Norway
Germany	Panama
Guatemala	Poland
Irish Free State	Spain
Italy	United Kingdom

## C.—THE SECRETARIAT.

(Constituted under the Covenant of the League of Nations (Articles 2 and 6); consists of "a Secretary-General and such secretaries and staff as may be required")

## D.—COMMITTEES, COMMISSIONS AND COMMISSIONERS OF THE LEAGUE OF NATIONS.

## I.—REDUCTION OF ARMAMENTS.

## 1. THE PERMANENT ADVISORY COMMISSION ON MILITARY, NAVAL AND AIR QUESTIONS.

(Constituted under Article 9 of the Covenant. The members are appointed by and are representatives of the Governments of the States represented on the Council.)

China	General WANG NGO Rear-Admiral LU T'YH YUAN. General YAO CHI JUN.	Japan	Lieut.-General Y. TATEKAWA. Lieut.-Colonel SOGAWA. Captain SHIMIZU. Rear-Admiral Y. KO. Lieutenant-Commander K. YANAGIZAWA. Commander K. OKUDA.
Czechoslovakia	Brigadier-General A. ELIAS Commandant O. FARSKY.	Mexico	Colonel Conrado L. RUIZ.
France	Lieutenant-General REGUIN. Lieutenant-Colonel LUCIEN. Captain E. DELRUZE. Colonel H. L. MOUCHARD.	Norway	Colonel W. STEFFENS. Captain Edgar Otto.
Germany	Brigadier-General SCHOEN-HEINZ. Colonel KAHMANN Vice-Admiral Baron von FREYBERG ALLMENDINGEN EISENBERG. Lieut.-Commander ERNST. Commandant REINECKE Major TSCHUNKKE	Panama	—
Guatemala	—	Poland	Brig.-General S. BURNHARDT-BUKACKI. Colonel G. BLESZYNSKI Capt. A. PONCET DE SANDON. Commander E. SOLSKI. Colonel JANUSZ DE BEAURAIN.
Irish Free State	Commandant D. BRYAN.	Spain	Lieut.-General J. G. BENITEZ. Vice-Admiral J. MONTAGUT Y. MIRÓ. Col. S. GARCÍA DE PRUNEDA
Italy	General Commanding an Army Corps Alberto DE MARINIS STENDARDO DI RICIGLIANO. Lieut.-Colonel E. GIGLIOLI. Captain P. MARONI. Commander L. DARETTI. Brig.-General A. PELLERGRINI. Lieut.-Colonel V. MARCHESI.	United Kingdom	Brigadier A. C. TEMPERLEY. Major DREW. Rear-Admiral Roger M. BELLAIRS. Commander G. D. BELBEN. Colonel (Group Captain) J. T. BADINGTON.

<sup>1</sup> For the Commissions and Committees of the International Labour Organisation, see the publications of the International Labour Office.

<sup>2</sup> See *Monthly Summary*, 1929, Vol. VI, No. 9, page 232, rules for the election of the nine non-permanent Members of the Council

(Appointed by the Council under the regulations concerning the exercise of its right of investigation)

Commission of Investigation in Hungary:  
General LYNDEN-BELL.

*President:* M Edouard HERRIOT (France).

*Albania* : M Lec KURTI, Permanent Delegate accredited to the League of Nations.  
*Austria* : M. Emerich PRUGL, Envoy Extraordinary and Minister Plenipotentiary, Permanent Representative accredited to the League of Nations.  
*Belgium* : M Paul HYMANS, Minister for Foreign Affairs.  
*Bulgaria* : M Nicolas MOUCHANOFF, Prime Minister, Minister for Foreign Affairs and Religion  
M Dimitri MIKOFF, Chargé d'Affaires in Switzerland, Permanent Representative accredited to the League of Nations  
*Czechoslovakia* : M Stefan OSUSKY, Envoy Extraordinary and Minister Plenipotentiary at Paris.  
*Denmark* : Dr. Peter MUNCH, Minister for Foreign Affairs  
*Estonia* : M. Auguste SCHMIDT, Envoy Extraordinary and Minister Plenipotentiary in Rome, Permanent Delegate accredited to the League of Nations.  
*Finland* : Baron A S YRJÖ-KOSKINEN, Minister for Foreign Affairs.  
*France* : M Edouard HERRIOT (*Chairman*).  
M Georges BONNET, Member of the Chamber of Deputies, former Minister.  
*Germany* : Herr Frederic Hans von ROSENBERG, Envoy Extraordinary and Minister Plenipotentiary at Stockholm.  
*Greece* : M A MICHALAKOPOULOS, Vice-President of the Council of Ministers, Minister for Foreign Affairs  
*Hungary* : Baron Georges PRONAY, former Secretary of State to the Ministry of Agriculture  
*Irish Free State* : Mr. Joseph CONNOLLY, Minister for Posts and Telegraphs.  
*Italy* : M Giuseppe DE MICHELIS, Senator, Ambassador.  
*Latvia* : M Jules FELDMANS, Minister Plenipotentiary, Permanent Delegate accredited to the League of Nations  
*Lithuania* : Dr. Dovas ZAUNIUS, Minister for Foreign Affairs  
*Luxembourg* : M Joseph BECH, Minister of State, Prime Minister, Minister for Foreign Affairs,  
*Netherlands* : Jonkheer F BEELAERTS VAN BLOKLAND, Minister for Foreign Affairs.  
*Norway* : M Birger BRAADLAND, Minister for Foreign Affairs.  
*Poland* : M. Auguste ZALESKI, Minister for Foreign Affairs.  
M. Joseph TARGOWSKI, Senator, Minister Plenipotentiary and Envoy Extraordinary.  
*Portugal* : Dr Augusto DE VASCONCELLOS, former Prime Minister, former Minister for Foreign Affairs, Director-General of the Portuguese Republic.  
*Roumania* : M. Ion I. Caraculacu, Minister for Foreign Affairs.  
*Spain* : M. Luis DE ZULUETA Y ESCOLANO, Minister for Foreign Affairs.  
*Sweden* : M Richard Johannes SANDLER, Minister for Foreign Affairs.  
M N R WOHLIN, Member of the First Chamber of the Riksdag  
*Switzerland* : M. Giuseppe MOTTA, President of the Confederation, Head of the Political Department,  
*Turkey* : Dr Tevfik RUSTU Bey, Minister for Foreign Affairs.  
*United Kingdom of Great Britain and Northern Ireland* : Mr Anthony EDEN, Parliamentary Under-Secretary for Foreign Affairs.  
*Yugoslavia* : M Bogohoub YEVITCH, Minister for Foreign Affairs.

*Japan* M Massa-aki HOTTA, Envoy Extraordinary and Minister Plenipotentiary at Prague

III.—THE TECHNICAL ORGANISATIONS:<sup>1</sup>

## I. THE HEALTH ORGANISATION.

(Constituted by the First Assembly in 1920; re-organised on a permanent basis by the Third Assembly in 1922; ten of the members of the Health Committee are nominated by the Committee of the *Office international d'Hygiène publique*, and six members are appointed by the Council. The Council may appoint assessors who rank as members.)

## A. The Health Committee.

- Dr. TH. MADSEN, Director of the State Serum Institute, Copenhagen (Danish) (*Chairman*).  
 Sir George BUCHANAN, Senior Medical Officer of the British Health Ministry (British), President of the Comité permanent de l'*Office international d'Hygiène publique* (*Vice-Chairman ex officio*).  
 Professor J. G. FITZGERALD, Professor of Preventive Medicine and Director of the School of Public Health of the University of Toronto, Director of the Connaught Laboratories, Toronto (Canadian) (*Vice-Chairman in 1933*).  
 Professor G. PITTALUGA, Professor of Parasitology at Madrid University and Director of the School of Hygiene (Spanish) (*Vice-Chairman in 1933*).  
 Dr. A. . . . . al Welfare  
 Profess . . . . .  
 Profess . . . . . the Nobel  
 Prize (Belgian).  
 Dame Janet CAMPBELL, Senior Medical Officer of the British Health Ministry (British).  
 Professor J. CANTACUZÈNE, Professor of Bacteriology and Director of the Institute of Experimental Medicine, Bucharest (Roumanian).  
 Dr. H. CARRIÈRE, Director of the Swiss Public Health Service (Swiss).  
 Dr. Carlos CHAGAS, Director of the Oswaldo Cruz Institute at Rio de Janeiro (Brazilian).  
 Dr. W. CHODZKO, former Polish Health Minister, Director of the State School of Health, Warsaw (Polish).  
 Surgeon-General H. S. CUMMING, Director-General of the United States Public Health Service (American).  
 General J. D. GRAHAM, Medical Adviser to the Secretary of State for India (Indian).  
 Dr. C. HAMEL, President of the *Reichsgesundheitsamt*, Berlin (German).  
 Dr. J. HENG LIU, Head of the National Health Administration at Nanking (Chinese).  
 Dr. HUSSAMETTIN Bey, Under-Secretary of State at the Ministry of Health and Social Services at Ankara (Turkish).  
 Professor . . . . .  
 Dr. N. M. . . . .  
 Professor . . . . .  
 General L . . . . .  
 Dr. A. LU . . . . .  
 Professor . . . . .  
 Dr. M. T. . . . . (Japanese).

In view of the difficulty experienced by Japanese experts in coming frequently to Geneva, one of the three following experts will be invited to attend each Session of the Committee: Professor NAGAYO, Director of the Government Institute for Infectious Diseases at the Imperial

## B. Committees in Relation with the Health Committee.

## (a) Malaria Commission.

- Dr. A. LUTRARIO (*Chairman*).  
 Professor G. BASTIANELLI.  
 Professor J. CANTACUZÈNE.  
 Dr. C. CHAGAS.  
 General J. D. GRAHAM.  
 Professor Ricardo JORGE.  
 Professor G. PITTALUGA.  
 Dr. HUSSAMETTIN Bey.

## Corresponding Members and Experts:

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<sup>1</sup> Where not otherwise indicated, members of the Committees of the Technical Organisations sit in an individual capacity.



*(4) Sub-Commission on Preventive Medicine :**Experts appointed by the Health Organisation of the League of Nations :*

- Dr. L. HEIJERMANS, Director of the Medical and Sanitary Service, Amsterdam (Netherlands) (Chairman).  
 Professor J. PARISOT, Professor of Hygiene at the Faculty of Medicine of Nancy (French).  
 Dr. G. SEIFFERT, Medical Adviser to the Ministry of the Interior, Secretary of the Bavarian Federation for the Development of Public Health (German).  
 Dr. A. STAMPAR, former Director of the Public Health Department of Yugoslavia (Yugoslav).  
 Dr. Bela JOHAN, Director of the State Institute of Hygiene, Budapest (Hungarian).

*Experts appointed by the International Labour Office :*

- Dr. E. BRESKY, Chief Medical Officer to the Central Institute of Social Insurance (Czechoslovak).  
 Dr. R. BUREAU, Medical Adviser to the National Union of Federations of Social Insurance Societies of Belgium (Belgian).  
 Dr. W. DUNCAN, Divisional Medical Inspector (British).  
 Dr. Cesare GIANNINI, Chief Medical Officer to the National Social Insurance Fund (Italian).  
 Dr. H. KLUSZINSKI, Medical Adviser to the Central Union of Polish Health Insurance Funds (Polish).  
 Dr. Walter PRYLL (German).

*(5) Sub-Commission on the Prevention of Tuberculosis :*

- Dr. C. HAMEL.  
 Professor T. KITASHIMA.  
 M. A. JAUNLAUX  
 M. O. OSIOWSKI.

*(6) Sub-Commission on the Protection of Maternity, Infancy, and the Child of pre-School Age :*

- Dr. A. FORAMITTI.  
 Dr. L. WINTER.

*(c) Permanent Commission on Standardisation of Biological Products.*

- Dr. Th. MADSEN (Chairman).  
 Professor Jules BORDET.  
 Professor H. H. DALE, Director of the Biochemical and Pharmacological Departments of the National Institute of Medical Research, London (British).  
 Professor W. KOLLE, Director of the Institute of Experimental Therapy, Frankfurt-on-Main (German).  
 Professor Louis MARTIN, of the Pasteur Institute, Paris (French).  
 Dr. G. McCOW, Director of the Hygienic Laboratory of the United States Public Health Service (American).  
 Professor LECLAINCHE, Director of the International Office of Animal Diseases, Paris (French).

*(d) Commission of Experts for the Co-ordination of Sleeping-Sickness Research.*

- Dr. A. G. BAGSHAW, Professor at the London School of Tropical Medicine.  
 Professor E. VAN CAMPENHOUT, former Director of the Health Service of the Belgian Colonial Office.  
 Professor Aldo CASTELLANI, Director of Tropical Medicine and Dermatology, Ross Institute and Hospital for Tropical Diseases, London.  
 Professor Gustave MARTIN, School of Tropical Medicine, Marseilles.  
 Professor Damas MORA, Director of the Health Services of Angola.  
 Professor G. PITTALUGA.  
 Professor Richard STRONG, Department of Tropical Medicine, Harvard University Medical School.  
 Dr. Max TAUBE, General Medical Adviser, Ministry of the Interior, Berlin.

*(e) Leprosy Commission.*

Dr. Carlos Cordero (Chairman)

to the Secretary of State for India.

- Dr. MITCHELL, Director of Public Health, Pretoria.  
 Professor E. MUIR, School of Tropical Medicine, Calcutta.  
 Sir Leonard ROGERS, London.  
 Dr. H. W. WADE, Medical Director of the L. Wood Memorial, Culion Leprosy Colony, Culion Palawan, Philippines.

*(f) Opium Commission of the Health Organisation.*

- Dr. H. CARRIÈRE (Chairman).  
 Dr. W. CHODZKO  
 Surgeon-General H. S. CUMMING.  
 Dr. C. HAMEL.  
 Dr. HENG LIU.  
 Professor Ricardo JORGE.  
 Dr. TSURUMI.

*Expert :*

- Professor E. VON KNAUFF-LENZ, Professor at the Faculty of Medicine of the University of Vienna (Austrian).

*(g) Commission on Ship Fumigation.*

Surgeon-General H. S. CUMMING (*Chairman*).

Sir George BUCHANAN.

General J. D. GRAHAM.

Dr. N. M. J. JITTA.

Professor B. NOCHT.

Dr. W. DREYER, Port Doctor, Bremen.

Dr. Momer WILLIAMS, of the British Health Ministry

Dr. C. L. WILLIAMS, U.S. Quarantine Station, Rosebank, Staten Island, N. Y.

*Expert:*

Dr. P. G. STOCK, of the British Health Ministry.

*(h) Sub-Commission for the Sanitary Re-organisation of Chinese Ports.*

Dr. A. LUTRARIO (*Chairman*)

Sir George BUCHANAN.

Surgeon-General H. S. CUMMING

Dr. N. M. J. JITTA.

Professor MIYAJIMA

*(i) Sub-Commission on the Improvement of Penal Administration.*

Dr. C. HAMEL (*Chairman*)

Professor LÉON BERNARD

Dame Janet CAMPBELL.

Professor FITZGERALD

Professor JADASSOHN

Professor SCOSERIA

*Expert:*

Dr. WÖRER

*(j) Group of Experts for the Study of Physical Education.*

Professor PIASECKI, of Poznan University.

Senator VIOLA, Director of the Medical Clinic, President of the Committee on Physical Culture, Bologna.

*Rapporteur:*

Dr. SCHNELL, *Stadtmedicinalrat*, Halle a/S

*(k) Sub-Commission for the International School of Higher Health Studies.*

Professor LÉON BERNARD (*Chairman*)

Professor Jules BORDET

Professor J. D. FITZGERALD

Dame Janet CAMPBELL.

Dr. Th. MADSEN

Professor PITTALUGA

*(l) Committee of Experts on Syphilis and Similar Questions.*

Professor JADASSOHN (*Chairman*).

Dr. Th. MADSEN

Colonel L. W. HARRISON, British Health Ministry (British).

Dr. L. QUEYRAT, President of the French National League against the Venereal Peril (French).

Dr. J. W. STOKES, Professor of Dermatology and Syphilology at the Medical School of the University of Pennsylvania (American)

Professor C. RASCH, Director of the State Hospital at Copenhagen (Danish).

*Technical Secretary:*

Dr. MARTENSTEIN, Director of the Dermatological Clinic at Friedrichstadt Hospital, Dresden (German).

*(m) Commission of Experts for Standardising the Methods of ascertaining the Morphine Content of Opium.*

Dr. VAN ITALLIE, Professor of Pharmacy and Toxicology at the University of Leyden (*Chairman*).

Dr. H. BAGGESGAARD RASMUSSEN, Professor of Chemistry at the *Pharmaceutiske Lærenanstalt*, Copenhagen.

Dr. EDER, Professor of Pharmacognosy and Pharmaceutical Chemistry at the Zurich Polytechnic.

Dr. A. GORIS, Professor of Galenic Pharmacy at the *Faculté de Pharmacie*, Paris.

Dr. VON KNAFFEL-LENZ, Professor of Pharmacology and Toxicology at Vienna University

Dr. Carl MANNICK, Director of the *Pharmaceutisches Institut*, Berlin Dahlem.

Professor JASUHIKO ASAHINA, Imperial University, Tokio  
 Dr. A. W. K. DE JONG, The Hague.  
 Dr. JUTAKA KINUGASA, Director of the Imperial Laboratory of Health, Tokio.  
 Mr. J. R. NICHOLLS, Government Laboratory, London.

(n) *Committee on Health Teaching.*

Professor LÉON BERNARD (Chairman).  
 Dr. MADSEN.  
 Professor CANTACUZÈNE.  
 Dr. CHODZKO.

Dr. HAMEL.  
 Professor R. JORGE.  
 Professor PITTALUGA.  
 Dr. STAMPAR.

*Corresponding Members and Experts :*

Professor BEJARANO, Bogotá  
 Sir George NEWMAN, London,  
 Dr. F. C. YEN, Shanghai.

Professor PARISOT, Nancy.  
 Professor WELCH, Baltimore.  
 Professor JAMESON, London

*And Directors of Schools of Health :*

Professor FITZGERALD, Toronto (Chairman).  
 Professor LÉON BERNARD, Paris (European Chairman).  
 Dr. JAMESON, London.  
 Professor PITTALUGA, Madrid.  
 Dr. N. WHITE, Athens.  
 Dr. B. JONAN, Budapest.

Dr. CHODZKO, Warsaw  
 Dr. VÁCEK, Prague.  
 Dr. MADSEN, Copenhagen.  
 Professor PARISOT, Nancy.  
 Dr. RASUHIN, Zagreb.  
 Professor PRAUSNITZ, Breslau.

*And Directors of Health Museums :*

Dr. ROCEK, Brno.  
 Dr. GAUD, Rabat.  
 Dr. SPIRING, Dresden.  
 Dr. DAUKES, London.  
 Dr. NEWMAN, London.

Dr. POLLERMANN, Budapest.  
 Dr. J. BRAVO, Madrid.  
 Dr. KACPRZAK, Warsaw.  
 Dr. RASUHIN, Zagreb.  
 Professor PRAUSNITZ, Breslau.

(o) *Committee on Medical Education.*

Dr. MADSEN (Chairman).  
 Dr. C. HAMEL.  
 Professor JADASSOHN.  
 Professor ..... Vienna.  
 Professor ( .....  
 Professor .....  
 Professor K. DIEBRE, Professor at the Faculty of Medicine, Paris.  
 Sir George NEWMAN, British Health Ministry, London.  
 Dr. TAUTE, Adviser at the Ministry of the Interior, Berlin.  
 Professor PRAUSNITZ, Director of the Health Institute, Breslau.

(p) *Sub-Committee for the Study of the Price of Radium.*

Dr. C. HAMEL (Chairman).  
 Sir George BUCHANAN.

Dr. JITTA.

(q) *Sub-Committee for the Study of the Budget and Report of the Eastern Bureau.*

Dr. N. M. J. JITTA (Chairman).  
 Sir George BUCHANAN.  
 Dr. HENG LIU.

General GRAHAM.  
 Professor MINAJIMA.  
 Dr. LUTRARIO.

*C. Reporting Committees.*

(a) *Reporting Committee on Questions relating to Venereal Diseases.*

Professor JADASSOHN (Chairman).  
 Dr. HARRISON, British Health Ministry (British).  
 Professor GOUGLROT, Head of the Clinic for Skin Diseases of the Faculty of Medicine, Paris (French).  
 Professor JESSNER, Director of the Dermatological Clinic at Breslau University (German).

*Secretaries :*

Dr. MARTINSTEIN, Dresden  
 Dr. MOLRCH, Copenhagen.

(b) *Reporting Committee on Questions connected with the Anti-Tuberculosis Campaign.*

Professor LÉON BERNARD (Chairman).  
 Dr. C. HAMEL.  
 Professor MCNULTY, British Health Ministry, London  
 Professor SOMER, Medical Director of the William Wirt Winchester Hospital, Professor at Yale University, New Haven, U.S.A.

(c) *Reporting Committee for the Health of the Child of School Age and of the Adolescent.*

Dr. AMBROZIC, Professor at the Belgrade University, Chief of the Children's Clinic and of the Institute for the Prevention of Maternal and Infant Mortality, Belgrade (Yugoslav).  
 Dr. George BUCHAN, Medical Officer of Health, Willesden (British).  
 Professor ROHMER, Director of the Medical Clinic for Infants at the Strasburg Civilian Hospital (French).



Professor SCHELTERMA, Head of the Hospital for Sick Children at the University of Groningen (Netherlands).

Professor TANDLER, Municipal Head of the Health and Assistance Department, Vienna (Austrian).

*Technical Secretary:*

Madame Dr GREINER, Vienna.

(d) *Reporting Committee on Maternal and Infant Welfare and the Health of the Child of pre-School Age.*

Dame Janet CAMPBELL (*Chairman*).

Professor Robert DEBRÉ.

Professor GAMMELTOFT, Professor of Gynaecology at the Rigshospital, Copenhagen.

Professor GORTER.

Professor ROTT, Director of the Deutsche Vereinigung für Säuglings- und Kleinkinderschutz, Berlin.

*Technical Secretary for the Question of the Health of the Child of pre-School Age:*

Dr. WORINGER, Assistant at the Pediatric Clinic, Strasburg.

## 2. THE ECONOMIC AND FINANCIAL ORGANISATION.

(Established on the recommendation of the Brussels Financial Conference of 1920; except where otherwise indicated, the members of the Committees of this Organisation are appointed by the Council in an individual capacity.)

### A. The Economic Committee.

M. W. STUCKI (*Chairman*), Director of the Commercial Division, Federal Economic Department (Swiss).

M. Carlos BREBIA, Member of the Economic Agricultural Committee of the International Institute of Agriculture (Argentinian).

M. A. DI NOLA, Director-General of the *Istituto italiano di Credito fondiario* (Italian).

M. F. DOŁĘŻAL, Under-Secretary of State in the Polish Ministry for Commerce and Industry (Polish).

Mr. LUCIUS R. EASTMAN, ex-President of the Merchants' Association of New York (American).

M. P. ELBEL, Director of Commercial Agreements in the Ministry of Commerce (French).

M. N. ITO, Counsellor of Embassy, Assistant Director of the Japanese League of Nations Office (Japanese).

M. F. VAN LANGENHOVE, Secretary-General of the Ministry for Foreign Affairs (Belgian).

Sir F. W. LEITH-ROSS, Chief Economic Adviser to the British Government (British).

..... (Czechoslovak).

Dr Richard SCHÜLLER, Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of the Austrian Government accredited to the League of Nations, Director of the Economic Section in the Austrian Foreign Ministry.

M. M. TOPOROVITCH, Professor of Political Economy at Belgrade University, Technical Adviser on Economic Questions in the Foreign Ministry.

### Corresponding Members:

..... (elsingfors)

M. J. A. JENSEN, Chief of the Department of Statistics, Ministry of Finance (Danish).

M. Rafael MARTINEZ-MENDOZA, Member of the Academy of Political and Social Sciences (Venezuelan).

M. Rodolph MICHWITZ, Head of the Treaties Section at the Estonian Ministry for Foreign Affairs (Estonian)

Industry, Commerce and Labour (Chinese).

### B. The Consultative Committee of the Economic Organisation.

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er and

M. HYPOLIT GLIWIC, Senator, Vice-Marshal of the Senate, former Minister (Polish).  
 Count HADIG, former Minister of Supplies, President of the Section for Economic Policy of the

Dr. A. H.

Dr. F. H. (Czechoslovak).

M. E. JARAMILLO, Senator, Minister of Finance (Colombian).

M. JOUHAUX, Member of the Governing Body of the International Labour Office (French).

M. N. KAWASHIMA, Minister at Athens, former Director of the Department of Commercial Treaties in the Foreign Ministry (Japanese).

Dr. C. LAMMERS, Member of the Reichstag, Member of the Board of Directors of the *Reichsverband der deutschen Industrie* (German).

Professor E. LAUR, Director of the Swiss Peasants' Union (Swiss).

Sir Walter T. LAYTON, Editor of the *Economist* (British).

Mr. F. L. McDougall (Australian).

M. F. VON MENDELSSOHN, President of the *Industrie- und Handelstag* (German).

M. Alc...

M. Itz

ice (German)  
the Ministry

M. A.

M. A.

M. OUDEGEEST, Meml

M. DE PEYERIMHOFF

M. POPLAWSKI, former President of the Union of Agricultural Associations, former Under-Secretary of State in the Ministry of Finance (Polish).

Sir Arthur PUGH, Vice-President of the General Council of the Trade Union Congress, Secretary of the Iron and Steel Trades Confederation (British).

Sir Walter RAINY, President of the Association of British Chambers of Commerce (British).

M. Tomas RAMIREZ, former Minister of Education, Professor of Political Economy and Civil Law at Santiago University (Chilian).

M. E. ROSSONI, Minister of State (Italian).

M. SERRARENS, Secretary-General of the International Federation of Christian Syndicates (Netherlands).

M. Vaino TANNER, former Prime Minister of Finland, Director-General of the Elanto Co-operative Society (Finnish).

Mr. Alonzo E. TAYLOR, Director of Food Research Institute, Stanford University (American).

Dr. Milan TODOROVITCH, Professor of Political Economy at Belgrade University, Technical Adviser on Economic Questions in the Foreign Ministry (Yugoslav).

M. J. TSUSHIMA, Financial Commissioner of the Japanese Government in London (Japanese).

M. K. VARYARESSOS, Professor of Political Economy at Athens University (Greek).

#### *Economic Committee :*

Sir F. W. LEITH-ROSS.

M. Gunnar JAHN.

Dr. Richard SCHÜLLER.

M. P. ELBEL.

Dr. W. POSSE.

#### *Financial Committee :*

M. Albert JANSSEN.

#### *International Institute of Agriculture (Rome) :*

M. DE MICHELIS, President of the International Institute of Agriculture.

#### *International Chamber of Commerce (Paris) :*

M. A. PIRELLI, Member of the International Chamber of Commerce.

Mr. Roland W. BOYDEN, Member of the International Chamber of Commerce.

M. E. HEDDRING, Member of the International Chamber of Commerce, President of the Chamber of Commerce of Amsterdam, Director of the *Koninkl. Nederlandsch. Stoomboot Maatschappij*.

#### *International Commission of Agriculture (Paris) :*

Marquis DE VOUGÉ, President of the International Commission of Agriculture, Paris.

#### *International Co-operative Alliance :*

Mr. H. J. MAY, General Secretary of the International Co-operative Alliance.

### *C. Agricultural Committee.*

#### *Delegation of the Economic Committee :*

Dr. W. STUCKI (Swiss).

Sir Frederick LEITH-ROSS (British).

M. F. DOLEZAL (Polish).

M. P. ELBEL (French).

M. N. ITO (Japanese).

Dr. W. POSSE (German).

*Agricultural Experts :*

M. C. . . . . International Institute  
M. . . . . s, Madrid, Member

Sir Atul CHATTERJEE, High Commissioner for India in London (Indian)  
M. Einar COHN, Chief of Bureau, Statistical Department (Danish).  
Mr. John COLBERT, President of the Agricultural Credit Corporation (Irish).  
Dr. E. DOLLFUSS, Federal Chancellor of the Austrian Republic (Austrian)  
Mr. R. R. ENFIELD, Ministry of Agriculture (British).  
M. Haakon FIVE, Prefect at Steinkjer (Norwegian).  
M. Jules GAUTIER, President of Section at the *Conseil d'Etat* (French).  
M. Bohumir HANOUSEK, Chief Councilor of Section at the Ministry of Agriculture (Czechoslovak).  
Dr. A. HERMES, President of the Federation of German Peasants' Associations (German)  
M. E. HYNMINEN, Managing Director of the Central Federation of Agricultural Co-operative Societies (Finnish).  
M. E. INSULANDER, Director-General of the Agricultural Administration (Swedish).  
Professor E. LAUR, Director of the Swiss Peasants' Union (Swiss).  
Mr. F. M. McDUGALL, Economic Adviser to the Commonwealth Government (Australian).  
M. Aug. POPLAWSKI, Senator, President of the Land Bank, President of the Polish Agricultural Society (Polish).  
M. JON RADUCANU, former Minister of Labour (Roumanian).  
Dr. W. A. RIDDELL, Canadian Advisory Officer accredited to the League of Nations (Canadian)  
Dr. J. J. L. VAN RIJN, Member of the Economic Agricultural Committee of the International Institute of Agriculture (Netherlands).  
M. Georg SCHMIDT, Secretary-General of the International Federation of Land Workers (German).  
M. Arrigo SERPIERI, Professor of Rural Economy, Under-Secretary of State at the Ministry of Agriculture (Italian).  
Count Ladislas SOMSSICH, Member of the Upper Chamber, President of the Hungarian National Agricultural Society (Hungarian).  
Mr.  
M.  
M.  
M. K. ULMANIS, Deputy, former President of the Council (Latvian).

*Delegation of the International Institute of Agriculture :*

Professor A. BRIZI, Secretary-General of the International Institute of Agriculture.

*D. The Financial Committee.*

M. JANSSEN, former Minister of Finance (Belgian) (*Chairman*).  
Mr. Norman H. DAVIS, former Assistant Secretary of the Treasury, Director of the Bank of New York and Trust Company (American).  
M. DAYRAS, Inspector of Finances (French).  
M. KEMPNER, of Mendelssohn & Co., Berlin (German).

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*1. The Financial Reconstruction of Austria.**Trustees for the 1923 Loan.*

(Appointed by the Council.)

M. Albert JANSSEN, former Minister of Finance (Belgian).  
Mr. JAY, of Morgan & Co., Paris (American).  
Mr. Marcus WALLENBERG, Vice-President of the Stockholm Enskilda Bank (Swedish).

*Agent of the Trustees at Vienna :*

Austrian National Bank, Vienna.

*Representative of the League of Nations at Vienna :*

Dr. M. B. ROST VAN TONNINGEN, of Hope & Co., Amsterdam (Netherlands).

*Adviser to the National Bank :*

M. FRÈRE, former Financial Attaché to the Belgian Legation in Berlin (Belgian).

2. *The Financial Reconstruction of Hungary.**Trustees for the 1924 Loan.*

(Appointed by the Council.)

Cav. di Gr. Cr. Giuseppe BIANCHINI, President of the National Banking Federation (Italian).  
 Mr. C. E. TER MEULEN, of Hope & Co., Amsterdam (Netherlands).  
 Sir Henry STRAKOSCH, Chairman of the Union Corporation, Ltd., London (South African)

*Agent of the Trustees in Budapest :*

Hungarian National Bank, Budapest.

*Representative of the Financial Committee in Budapest :*

Mr. Royall TYLER, of Hambro's Bank, Paris (American).

*Adviser to the National Bank :*

Mr. Bruce (British).

3. *Adviser to the Bank of Greece.*

Mr. H. C. F. FINLAYSON (British).

4. *Bulgaria.*(i) *Settlement of Refugees.*(a) *Commissioner of the League of Nations in Sofia.*

(Appointed by the Council.)

M. Jean WATTEAU (French).

(b) *Trustees for the 1926 Loan.*

(Appointed by the Council.)

Cav. di Gr. Cr. Giuseppe BIANCHINI, President of the National Banking Federation (Italian)  
 Sir Herbert LAWRENCE (British).  
 Mr. Marcus WALLENBERG, Vice-President of the Stockholms Enskilda Bank (Swedish).  
 Mr. Lewis P. SHELDON (American)

(ii) *Financial Stabilisation.*(a) *Trustees for the 1928 Loan.*

(Appointed by the Council.)

Count DE CHALENDAR (French).

Sir Otto NIEMEYER, Bank of England (British).

Mr. Lewis P. SHELDON (American).

(b) *Adviser to the Bulgarian National Bank.*

Dr. N. KÖSTNER (Estonian).

5. *Danzig.*(a) *Municipal Loan, 1925.*(b) *Free City Loan, 1927.**Trustee for Both Loans.*

(Appointed by the Council.)

Mr. C. E. TER MEULEN, of Hope &amp; Co., Amsterdam (Netherlands).

*Agent of the Trustee :*

Bank of Danzig, Danzig.

6. *Estonian Loan, 1927.**Trustee :*

(Appointed by the Council.)

M. Albert JANSSEN, former Minister of Finance (Belgian).

*E. International Agricultural Mortgage Credit Company.*

(Appointed by the Council.)

M. E. REGARD, Vice-Governor of the *Crédit Foncier de France* (Chairman).M. DI NOLA, General Manager of the *Istituto Italiano di Credito Fondiario* (Vice-Chairman).*Organisation Committee :*

M. E. REGARD.

M. DI NOLA.

Dr. BACHMANN, President of the National Bank of Switzerland.

Dr. KISSLER, General Manager of the *Deutsche Rentenbank Kreditsanstalt*

Professor MLYNARSKI, former Vice-Governor of the Bank of Poland.  
 Sir Otto NIEMEYER, Bank of England, London.  
 Dr. POSPISIL, Governor of the National Bank of Czechoslovakia.  
 M. VAN RIJN, Member of the Permanent Committee of the International Institute of Agriculture.  
 M. RYDBECK, Manager of the *Skandinaviska Kreditaktiebolaget*, Stockholm.

#### F. Committee of Statistical Experts.

Mr. R. H. COATS, Dominion Statistician, Canada (Canadian)  
 Mr. DANA DURAND, formerly Chief of the Division of Statistical Research of the Department of Commerce, Washington (American).

Dr. LÖRENZ, President of the Commission of Social Statistics and Expert at the Department of Public Economy (Swiss)

Dr. H. W. MEHRHORN, Director-General, Statistical Office, The Hague (Netherlands).

Dr. E. WAGEMANN, President of the Statistical Office of the Reich, Berlin (German).

M. E. SZTUMN DE SZTREM, Director of the Central Bureau of Statistics, Warsaw (Polish).

M. V. DORE, Representative of the International Institute of Agriculture, Rome (Italian).

Mr. J. W. NIXON, Chief of Section, International Labour Office (British).

#### G. The Fiscal Committee.

Dr. Herbert DORN (*Chairman*), President of the *Reichsfinanzhof*, Munich (German).

M. HANS BLAU, Director of the Federal Administration of Taxes (Swiss).

Dr. GINO BOLAFFI, Director, Head of Division, Directorate-General of Taxes, Ministry of Finance (Italian).

M. Marcel BORDUGUE, Director-General in the Ministry of Finance (on special service) (French).

M. CLAVIER, Director-General of Taxes, Ministry of Finance (Belgian).

M. DIEZ DE MEDINA, ex-Minister of Finance of Bolivia, Counsellor of the Bolivian Legation, Washington (Bolivian).

Dr. ... ..

M. A.

Dr.

Sir I.

A member belonging to an Asiatic country.

#### Delegates of the Financial Committee:

Dr. Vilém POSPISIL.

Dr. F. MLYNARSKI.

### 3. COMMUNICATIONS AND TRANSIT.

#### *Advisory and Technical Committee for Communications and Transit.*

The Advisory and Technical Committee for Communications and Transit was established at the request of the Assembly by the First General Transit Conference in 1921, and renewed by the General Conferences of 1923, 1927 and 1931. The Committee is composed of members appointed by the States represented permanently on the Council and by other States chosen by the Conference, having regard to technical interests and the principle of geographical representation.

M. J. DE RUELLE (appointed by the Government of Belgium), Legal Adviser to the Ministry for Foreign Affairs (*Chairman*).

M. A. DE DIETRICH SACHSENFELS (appointed by the Government of Hungary), Admiral, Envoy Extraordinary and Minister Plenipotentiary, Delegate to the International Danube Commission (*Vice-Chairman*).

M. E. SPELUZZI (appointed by the Government of the Argentine Republic), Engineer (*Vice-Chairman*).

Dr. A. DE AGÜERO Y BETHANCOURT (appointed by the Government of Cuba), Envoy Extraordinary and Minister Plenipotentiary in Germany and Austria.

Sir John BALDWIN (appointed by the Government of the United Kingdom), Civil Servant, Repre-

#### Railways.

M. F. HOSKIER (appointed by the Government of Denmark), Director of the Ministry of Public Works.

... .. of Embassy, Assistant Director of

... .. Assistant Director of the National

M. V. KRBEK (appointed by the Government of Czechoslovakia), Engineer, Consul-General at Trieste.

M. V. MODEROW (appointed by the Government of Poland), Vice-Chairman of the Polish Delegation to the Danzig Harbour Board.

- M. M. NORDBERG (appointed by the Government of Finland), Consul-General, Commercial Attaché at Paris.  
 M. D. A. ROSSI (appointed by the Government of Uruguay), Engineer.  
 Dr. A. SEELIGER (appointed by the Government of Germany), Envoy Extraordinary and Minister Plenipotentiary.  
 M. G. SINIGALIA (appointed by the Government of Italy), former Chief Inspector and Adviser of the Board of Directors of the Royal State Railways.  
 Dr. A. DE VASCONCELLOS (appointed by the Government of Portugal), Envoy Extraordinary and the League of Nations, former President  
 M. K. Y. Director of the European Bureau of the of the Republic of China.

Secretariat: M. R. HAAS, Secretary-General of the Advisory and Technical Committee, Director of the Communications and Transit Section of the League of Nations.

#### PERMANENT COMMITTEES.

##### A. *Permanent Committee for Ports and Maritime Navigation.*

Sir Norman HILL, Bart. (*Chairman*).

###### (a) *Committee for Ports:*

- M. DE AGÜERO Y BETHANCOURT.  
 Mr. G. E. BAKER, Assistant Secretary of the Board of Trade of the United Kingdom.  
 M. LÉON DENS, Senator (Belgium).

communications  
 and Maritime Ports in the

###### (b) *Committee for Maritime Navigation:*

- M. M. BORGER, President of the Shipowners' Association of Hamburg.  
 M. G. BRETON, Shipowner (France).  
 M. VAN DER HOUVEN VAN OORDT, former President of the Netherlands Shipowners' Association.  
 M. ITO.  
 Mr. ARTHUR H. MATHIESEN, Vice-President of the Norwegian Shipowners' Association.  
 M. A. PALANCA, Naval Architect; Representative of the Società Triestina di Navigazione, "Cosulich," Trieste.  
 Mr. W. LESLIE RUNCIMAN, of the Shipping Company Walter Runciman & Co., Ltd., Member of the Council of the Chamber of Shipping of the United Kingdom.

##### B. *Permanent Committee for Inland Navigation.*

- M. Silvain DREYFUS (*Chairman*).  
 Sir JOHN BALDWIN.  
 M. A. DELMER, Secretary-General of the Department for Roads and Bridges at the Belgian Ministry of Public Works.  
 M. KRNEC.  
 M. C. ROSETTI, Minister Plenipotentiary, Representative of Italy on the International River Commissions.  
 M. DE DIETRICH SACHSENFELS.  
 M. F. L. SCHLINGEMANN, Chief Engineer; Director of the Rijkswaterstaat.  
 M. SEELIGER.  
 M. Milan YOVANOVITCH, Director of Inland Navigation in Yugoslavia.

##### C. *Permanent Committee for Transport by Rail.*

- M. HEROLD (*Chairman*).  
 M. M. CASTIAU, Secretary-General of the Belgian Ministry of Transport.  
 M. C. M. GRIMPRET, Director-General of Railways at the French Ministry of Public Works.  
 M. SINIGALIA.  
 Sir HENRY THORNTON, Chairman of the Board of Directors and President of the Canadian National Railways.  
 Dr. VOGEL, Ministerial Director at the German Ministry for Communications.  
 Sir FRANCIS DENT, former Chairman of the Railways Committee of the Second General Conference on Communications and Transit, ex-Managing Director of the South-Eastern and Chatham Railway.  
 Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Federal Ministry for Commerce and Communications.  
 M. KRAHE.  
 M. F. MOSKWA, Head of Division at the Polish Ministry for Communications.  
 M. SPILLUZZI.  
 M. Woo.  
 Colonel T. A. HAM, Assistant to the President of the Canadian National Railways.  
 M. Albert REGNOUL, Assistant Chief Engineer of the Paris-Lyons-Mediterranean Railway Company.  
 M. P. WOLF, Director of the German State Railway Company.

Bureau

Technical Advisers  
 assisting the  
 Chairman.

*D. Permanent Committee on Electric Questions.*M. DE VASCONCELLOS (*Chairman*).

Sir John BROOK, Electricity Commissioner, London

A Swedish member

*The following will be invited to take part in the work of the Committee :*

The Chairman of the International Executive Committee of the World Power Conference.

A representative of the "Conférence internationale des grands réseaux électriques à haute tension."

A representative of the "Commission électrotechnique internationale"

A representative of the "Union internationale des Producteurs et Distributeurs d'énergie électrique."

*E. Permanent Committee on Road Traffic*M. NORDBERG (*Chairman*)

Mr. P. C. FRANKLIN, of the Roads Department, Ministry of Transport of the United Kingdom.

M. Pierre AL GHICA, Member of the Committee of the International Association of Recognised Automobile Clubs (Roumania)

M. E. MELLINI, Chief Inspector of Railways, Tramways and Automobiles of the Kingdom of Italy.

Dr. Fritz MUELLER, *Geheimer Regierungsrat*, Ministerial Counsellor at the German Ministry of Communications

M. Henri ROTHMUND, Chief of the Police Division of the Swiss Federal Department of Justice and Police

M. Václav ROUBÍK, Engineer, Director at the Czechoslovak Ministry of Public Works

M. José N. URGOTI, Civil Engineer (Spain).

M. A. VALSINGER, Head of the Technical Service of the Swedish Department of Roads and Bridges

M. C. WALCKENAEER, Inspector-General of Mines at the French Ministry for Public Works.

*F. Permanent Legal Committee.*

Mr. W. E. BECKETT, Assistant Legal Adviser, Foreign Office, London.

M. Jan HOSTIE, Secretary-General of the Central Commission for Rhine Navigation, former Legal Adviser at the Belgian Department of Marine.

M. G. KONIGS, Head of Section at the German Ministry for Communications.

M. René MAYER, *Maitre des requêtes honoraire au Conseil d'Etat de France*, Professor at the Ecole libre des Sciences politiques, Paris.

M. MODEROW

Dr. Ivan SOUBBOTITCH, Head of the Section of International Law and Counsellor at the Yugoslav Ministry of Foreign Affairs

An Italian member.

A Netherlands member

*G. Budget Sub-Committee.*M. DE AGÜERO Y BETHANCOURT (*Chairman*).

Sir John BALDWIN.

M. Silvain DREYFUS

M. HOSKIER.

M. MODEROW.

M. ROSSI

M. DE RUELLÉ

## TEMPORARY COMMITTEES.

*A. Technical Committee for Buoyage and Lighting of Coasts.*M. WATIER (*Chairman*)

M. P. VAN BRAAM VAN VLOTEN, Director of the Technical Lighthouse Service of the Netherlands

M. E. HAAG, Director-General on the Royal Administration of Pilotage Lighthouses and Buoys of Sweden

M. ITO.

M. José HERBELLA Y ZOBEL, Chief Engineer of the Central Service for Maritime Signals of Spain.

Admiral L. LANGLOIS, former Director-General and Chief of the Chilean Naval General Staff

Colonel A. LURIA, Military Engineer of the Italian Navy, Head of Division in the Lighthouse and Maritime Signals Service.

M. G. MEYER, Ministerial Counsellor of the Navigable Waterways Section in the German Ministry of Communications

Captain NORRÖN.

Captain D. RASI-KOTSICAS, Greece.

M. A. DE ROUVILLE, Chief Engineer for Bridges and Roads and Director of the French Central Lighthouse and Buoyage Service

Baron G. WREDE, Director-General of the Finnish Naval Administration.

*For the International Hydrographic Bureau :*

The President of the Directing Committee of the Bureau.

*B. Technical Committee for Maritime Tonnage Measurement.*M. A. VAN DRIEL, Advisory Naval Architect to the Netherlands Navigation Inspection Service (*Chairman*).

M. L. AALL, Principal Surveyor for Tonnage in Norway.

Mr. F. W. BICKLE, Principal Surveyor for Tonnage, Board of Trade of the United Kingdom.  
 M. BRETON  
 M. P. A. LINDBLAD, Commercial Adviser, Chief of the Shipping Inspector Service of the Central Administration of Trade and Industry in Sweden.  
 M. PALANCA.  
 M. ROBINOW.

United

*Drafting Committee:*

M. VAN DRIEL (*Chairman*).  
 M. AALL.  
 Mr. BICKLE.  
 M. BRETON.  
 M. J. F. RICHARD, Head of Section of the Customs Department of the French Ministry of Finance, assisting M. Breton.

*C. Committee on the Unification of River Law*

M. B. WINIARSKI, Deputy, Professor of the Faculty of Law at the University of Posen (*Chairman*).  
 M. E. BONAKI, First President of the Court of Appeal of Galatz  
 M. P. CHARGUÉRAUD-HARTMANN, Secretary of the International Oder Commission; Legal Adviser at the French Ministry for Foreign Affairs.  
 M. HOSTIE.  
 M. E. DE JARMAY, Director of the Royal Hungarian River and Maritime Navigation Company, Ltd. (M.F.T.R.).  
 M. G. NAUTA, Barrister at Rotterdam.  
 M. R. RICHTER, Head of Department at the German Ministry of Justice.  
 M. ROSETTI.  
 M. F. STRENSKY, Chief Counsellor at the Ministry of Commerce of Czechoslovakia

*D. Committee on Combined Transport.*

M. Umberto BROCCA, Director-General of the Società Italiana dei Servizi Marittimi.  
 Johnkheer VAN DEN BERGH VAN HILFSTEDT, General Director of the International Air Traffic Association, The Hague.  
 Dr. O. LANEAS, Director of the Czechoslovak Ministry of Railways.  
 M. Gaston LEVERVE, Secretary-General of the International Railway Union, Paris.  
 M. Anton MENS, Director of Freight Service of the firm W. M. Möller & Co., Rotterdam.  
 .. of Communications.  
 .. of Commerce.

*E. Committee on the Unification of Transport Statistics.**(a) Maritime Navigation Section:*

M. J. H. F. CLAESSENS, former Director of Commercial Statistics, The Hague (*Chairman*).  
 Mr. A. W. FLUX, former Head of the Statistical Department of the Board of Trade of the United Kingdom.  
 M. GAYON, Head of the Commercial Statistical Department of the General Directorate of French Customs  
 M. S. GIACHETTI, of the General Directorate of the Italian Mercantile Marine.  
 Mr. P. C. GRENING, Director for Europe of the U.S. Shipping Board Merchant Fleet Corporation, London.  
 M. HOSTIE.  
 Dr. W. TEUBERT, Ministerial Counsellor at the Prussian Ministry for National Economy.

*(b) Inland Navigation Section:*

M. CLAESSENS (*Chairman*).  
 M. P. DEMETRIAD, Engineer; Inspector-General; Director of the Docks at Braila.  
 General Wm. W. HARTS, U.S. Army, Military Attaché, American Embassy in France.  
 M. HOSTIE  
 M. H. HOUFFERT, Chief Engineer of Bridges and Roads; Director of the French National Office of Navigation.  
 Dr. J. PIEKALKIEWICZ, Head of Section of the Polish Central Statistical Office.  
 M. TEUBERT.

*(c) Railways Section:*

M. C. COLSON, Member of the Institut de France (*Chairman*).  
 Mr. W. Fayette ALLFORT, Commercial Attaché, U.S. Embassy in France.  
 M. HONDL, Ministerial Counsellor at the Czechoslovak Ministry for Railways, Head of the Department of the United Kingdom.



*(d) Drafting Committee :*

M. CLAESSENS.  
Mr. FLUX.  
M. HOSTIE  
M. TEUBERT.  
M. WATIER

*(e) Members of the Committee belonging to the Joint Committee of the Advisory and Technical Committee and the International Institute of Statistics.*

Mr. FLUX  
M. MUSELLE.  
M. TEUBERT.  
M. WATIER.

*F. Air Transport Co-operation Committee.*

Professor L. DE BROUCKÈRE, Senator of the Kingdom of Belgium (*Chairman*).  
M. Emile ALLARD, Professor at Brussels and Liège Universities, Director of the Belgian Technical Air Service.  
M. Tord KRUTSSON ÅNGSTRÖM, Member of the Swedish Central Air Department  
Colonel J. DE BEAURAIN, 1st Polish Air Brigade.  
M. Emmanuel CHAUMIE, Director of French Civil Aviation.  
Lieut.-Colonel C. FILIPOWICZ, Director of Polish Civil Aviation  
M. W. FISCH, Geheimer Regierungsrat at the German Ministry of Communications.  
M. Louis HIRSCHAUER, Chief Engineer in the French Air Service, Head of Private Aviation in the French Ministry of Public Works.  
Mr. John Jay INZ, Technical Assistant in Europe, National Advisory Committee for Aeronautics, United States of America.  
Colonel Arnold ISLER, Director of the Swiss Federal Air Office.  
M. Manlio MOLFESE, Chief of Civil Aviation at the Air Ministry of the Kingdom of Italy.  
M. S. OKAZAKI, Secretary at the Japanese Ministry of Communications.  
M. Ed. L. PITTARD, Legal Adviser to the Swiss Federal Air Office  
M. R. KUIZ FERRY, former Vice-President of the International Aeronautical Federation of Spain.  
Lieut.-Colonel F. C. SHELMEKDINE, Director of Civil Aviation at the Air Ministry of the United Kingdom.  
M. Tadya SONDERMAYER, Director-General of the Yugoslav Air Navigation Company "Aeropout"; Vice-President of the Yugoslav Royal Aero Club.  
Brigadier-General H. TANI, Japanese Representative on the International Commission for Air Navigation.  
M. Emile Th. DE VEER, Director of the Netherlands Air Service.  
M. A. WEGERT, Ministerialrat at the German Ministry of Communications

*Rapporteurs who may attend the Meetings in an Advisory Capacity :*

M. Henri BOUCHÉ, Director and Editor of the review *L'Aéronautique*, Paris.  
M. Salvatore CACOPARDO, Chief of Section at the Air Ministry of the Kingdom of Italy.  
Brigadier-General P. R. C. GROVES (retired) (United Kingdom).  
Dr. HANS OPPIKOEFER, Professor at the University and Director of the Institute of Aerial Law, Königsberg.

*G. Special Sub-Committee for the Study of the Question of the Constitution and Operation of a Main Network of Permanent Air Routes and Postal Air Transport.*

M. FISCH (*Chairman*).  
M. ALLARD.  
M. ÅNGSTRÖM.  
M. CHAUMIE.  
M. FILIPOWICZ.  
M. MOLFESE  
Lieut.-Colonel SHELMEKDINE.  
M. DE VEER.

*Authorised to take part in the work of the Special Sub-Committee :*

M. BOUCHÉ (*expert*).

*H. Committee of Enquiry into Questions relating to Public Works and National Technical Equipment.*

Dr. T. B. VAN DER HOUVEN VAN OORDT, Ministerial Counsellor in the Polish Ministry of Public Works, replaced during 1932 by M. A. KONOPKA, Engineer, Head of Section at the Polish Ministry of Public Works.  
A British member.  
M. Sylvain DREYFUS, representing the Advisory and Technical Committee for Communications and Transit.

*For the Economic Committee of the League of Nations :*

M. VAN LANGENHOVE, Secretary-General of the Belgian Ministry of Foreign Affairs.

*For the International Labour Organisation :*

M. C. VAN MAARSEWEE, Member of the Governing Body of the International Labour Office, representative

Office to be appointed to replace the late M. F. SOKAL, representative of the Polish Government on this body

M. A. LAMBERT-RINOT, Member of the Governing Body of the International Labour Office, employers' representative (French) on this body.

Substitute : M. H. VOGEL, Member of the Governing Body of the International Labour Office, employers' representative (German) on this body.

M. L. JOUHAUD, Member of the Governing Body of the International Labour Office, workers' representative

Substitute : Member of the Governing Body of the International Labour Office,

*Rapporteurs :**For the construction of roads and bridges :*

M. DE KERVILER, Inspector-General of Roads and Bridges, France.

*For hydraulic works and town-planning :*

M. NIJHOFF, Consulting Engineer, The Hague

*For railways :*

M. R. RICHARD, Engineer of the Belgian Railways.

*For electric questions :*

Dr. E. h. G. DEITMAR, Engineer, Professor at the Technical University at Hanover.

*For telegraphic and telephonic work :*

M. KAY CHRISTIANSEN, Head of the Technical Division for Posts and Telegraphs, Denmark.

*For questions concerning gas supplies :*

H. SCHNEIDER, Engineer of the Mining Corps, Grenoble.

*I. Committee of Enquiry to Study Questions relating to the Training of Public Works Engineers.*

Jonkheer G. H. VAN MOURIK BROEKMAN, Professor at the Superior Technical School at Delft.

Dr. KARL T. COMPTON, President of the Massachusetts Institute of Technology.

Dr. DANTSCHER, Engineer ; Professor at the Technical University at Munich.

Sir Alexander GINN, M. Inst. C. E.

M. A. ROHN, President of the Board of the Federal Polytechnic School of Zurich.

M. L. SUGNET, Director of the French National School of Roads and Bridges.

An Italian expert.

A Japanese expert.

*J. Experts on the Question of Facilities for the Landing of Aircraft in the Neighbourhood of the Seat of the League of Nations.*

M. A. DUVAL, Assistant Director of the Base Service at the French Air Ministry.

Commander Antonio MARESCALCHI, Manager of the Aeronautical Construction Company, Ltd., Genoa.

M. MILCH, Member of the Board of Directors of the Deutsche Lufthansa, Berlin.

*K. Advisory Committee on Wireless Technical Questions.*

to Laboratory at The Hague.

*L. Joint Committee on the Question of Customs and Fiscal Duties on Newspapers and Periodicals.*

Members appointed by the Advisory and Technical Committee.

M. GRÜNEBAUM.

M. SINIGALIA.

M. SCHOELLER, Director-General of the "Messageries Hachette," Paris.

*M. Special Committee on the Question of the Jurisdiction of the European Commission of the Danube.*

M. W. BURCKHARDT, Professor at the University of Berne (Chairman)

M. HOSTIE.

M. KROELLER.

*Experts appointed to assist the Chairman and the Secretary-General of the Committee in the Examination of Questions regarding Communications at Times of Emergency.*

M. Georges BONNET, former Member of the French Delegations at the Postal Conferences and at the Conferences on Communications and Transit; Deputy; former Minister.

M. JAEGER

#### IV.—INTELLECTUAL CO-OPERATION.

##### I. COMMITTEE ON INTELLECTUAL CO-OPERATION.

(Constituted in accordance with a resolution of the Second Assembly; the members are appointed by the Council in an individual capacity.)

Professor Gilbert A. MURRAY (*Chairman*), Professor of Greek at Oxford University.

M. ... at the University of Madrid  
Mm ... ics at Paris University; Honorary

M. Gosta S. FORSELL, Professor of Radiology at the University of Stockholm, Member of the Swedish Academy of Science

M. Hugo KRÜSS, Director-General of the State Library at Berlin, Vice-President of the German Committee on Intellectual Co-operation.

M. B. C. J. LODER, former President of the Permanent Court of International Justice.

M. Paul PAINLEVÉ, Member of the *Institut de France*.

Sir Sarvapalli RADHAKRISHNAN, Professor of Philosophy at the University of Calcutta, Vice-Chancellor Andhra University, Waltair, India.

M. G. DE REYNOLD, Professor at the Federal Polytechnic School at Zurich and at Fribourg University; Chairman of the Swiss Committee on Intellectual Co-operation.

M. Alfredo Rocco, Professor of the Faculty of Law, Rector of Rome University, Chairman of the Italian National Committee on Intellectual Co-operation; Member of the *Reale Accademia nazionale dei Lincei*

M. ...

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M

Education.

M. Aikitu TANAKADATE, Professor Emeritus at the Imperial University of Tokio, Member of the Imperial Academy of Science, Tokio, and its Representative in the House of Peers.

M. N. TRULESCO, Professor at the University of Bucharest; former Minister of Finance, Foreign Minister.

M. WU-SHI-FEE, Member of the Faculty of Peiyang University, Tientsin, and of the Nanyang College, Shanghai; Chairman of the Committee for the Unification of Pronunciation of the Chinese Language, Editor of the newspaper *Chung Hua Sin Pao*.

*Representing the Secretary-General of the League of Nations:*

M. M. PILOTTI, First President of the Court of Appeal; Under-Secretary-General of the League of Nations and Director of the Section of International Bureaux and Intellectual Co-operation

*Representing the International Labour Office:*

M. F. MAURETTE, Chief of the Research Division.

*Representing the International Institute of Intellectual Co-operation:*

M. H. BONNET, Director.

##### *Executive Committee of the Committee on Intellectual Co-operation.*

The Executive Committee is delegated by the Committee on Intellectual Co-operation to carry on the work of intellectual co-operation between the Committee's sessions. It consists of the Chairmen of the Committee on Intellectual Co-operation and of the Governing Body of the International Institute of Intellectual Co-operation, of five members of the Committee on Intellectual Co-operation and two other persons elected by the Committee on Intellectual Co-operation from outside its own membership.

Professor Gilbert MURRAY (Chairman of the Committee on Intellectual Co-operation)

M. Paul PAINLEVÉ (Chairman of the Governing Body of the Institute of Intellectual Co-operation).

Mme. CURIE-SKŁODOWSKA.

M. CASTILLEJO.

Dr. Hugo KRÜSS.

M. DE REYNOLD.

M. Rocco.

*Members of the Committee on Intellectual Co-operation.*

Sir Frank HEATH, Hon. Director of the Universities Bureau of the British Empire; Fellow of University College, London.

M. P. ROLAND-MARCEL, former Administrator-General of the Bibliothèque Nationale, Paris.

## 2. INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION, PARIS.

(a) *Governing Body.*

By agreement between the French Government and the Council of the League, the members of the Committee on Intellectual Co-operation also sit as the Governing Body of the International Institute.

(b) *Directors' Committee.*

Appointed by the Governing Body of the Institute with the approval of the Council of the League. Same Members as the Executive Committee, under the chairmanship of the Chairman of the Governing Body. the two members of the Executive Committee who are not members of the Committee on Intellectual Co-operation sit in an advisory capacity on the Directors' Committee.

## 3. PERMANENT COMMITTEES OF EXPERTS.

(a) *Permanent Committee on Arts and Letters.*

(Constituted under a resolution of the Eleventh Assembly)

M. DESTRIÉE (Chairman).	} Representatives of the Committee on Intellectual Co-operation.
Professor Gilbert MURRAY.	
M. DE REYNOLD.	
Professor Bela BARTOK, Professor at the Conservatoire at Budapest, Composer and Orchestra Conductor (Hungarian).	
M. Karel ČAPEK, Author and Dramatist (Czechoslovak)	
M. COSTA DU REIS, Writer (Bolivian).	
M. Henri FOCILLON, Professor of the History of Art at the Sorbonne (French).	
M. Julien LUCHAIRE, Director Emeritus of the International Institute of Intellectual Co-operation (French).	
M. Salvador DE MADARIAGA, former Professor of Spanish Literature at Oxford University; Ambassador to Paris (Spanish).	
M. Thomas MANN, Author (German).	

Secretary of the International

M. R. PARIBENI, Directeur des Beaux-Arts in Italy; member of the Italian Royal Academy (Italian).  
 M. Josef STRZYGOWSKI, Professor of the History of Art at Vienna University (Austrian).  
 Mlle. H. VACARESCO, Authorress; member of the Roumanian Academy (Roumanian).  
 M. Paul VALLRY, Member of the Académie française (French).  
 Dr. A. W. WATZOLDT, Director-General of Prussian Museums (German).

(b) *Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations.*

Professor Gilbert MURRAY (British).

M. Desroches (Belgian).

..

..

Works on Pedagogy.

the Peace Section of the International Council

of Women.

Dr. Simon B. DUNCAN (American), Director of the Youth and International Education

Women.

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y of Education,

Bucharest.

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ity.

(c) *Directors' Committee of the International Museums Office.*

M. Jules DESTRIÉE (Chairman), Member of the Committee on Intellectual Co-operation, former

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works of art.

## 4. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE, ROME.

(a) *Governing Body.\**

(Appointed under Council resolutions of September 1928, March 1929, September 1929, January and May 1931, and May 1932, the members act in their individual capacity.)

Professor Alfredo Rocco (Italian) (*Chairman*).

Count CARTON DE WIART (Belgian), Member of the Child Welfare Committee.

Dr. Leon CHRZANOWSKI (Polish), former Head of the Press Bureau at the Ministry for Foreign Affairs.

..

..

.. (U.S.A.).

Mlle. C  
M. Ge  
Profes

.. .. . Authoress.

.. .. . Co-operation.

(b) *Permanent Executive Committee.*

(Appointed by the Governing Body of the Institute, with the approval of the Council of the League.)

M. A. Rocco (*Chairman*).

Count CARTON DE WIART.

Professor FOCHLON.

Dr. Hugo KRUSS.

Mr. Carl MILLIKEN

M. DE REYNOLD

The following have the right to take part in an advisory capacity in the sessions of the Governing Body and the Permanent Executive Committee, either in person or through a representative:

The Secretary-General of the League of Nations.

The Director of the International Labour Office.

The Director of the International Institute of Intellectual Co-operation.

The President of the International Institute of Agriculture.

## 5. INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW.

(a) *Governing Body.*

M. Vittorio SCIALOJA (Italian) (*President*), Minister of State, Senator

M. Auguste (Japanese), President of the Permanent Court of International Justice.

.. .. . sity of Paris

.. .. . national Justice.

.. .. . of International Justice.

.. .. . airs.

M. VILLEGAS (Chilian), Ambassador in London.

M. Felipe Sanchez ROMAN (Spanish).

(b) *Permanent Committee.*

M. SCIALOJA.  
M. VILLEGAS  
M. RABEL.

M. DESTREE.  
M. ADATCI.

## V.—ADMINISTRATIVE COMMISSIONS, MANDATES, MINORITIES, ETC.

## 1. THE PERMANENT MANDATES COMMISSION.

(Constituted under paragraph 9 of Article 22 of the Covenant. The members are appointed by the Council in an individual capacity and not as representatives of their Governments.)

Marquis A. THEODOLI (*Chairman*), former Under-Secretary of State at the Colonial Ministry (Italian).

M. D. F. W. VAN REES (*Vice-Chairman*), former Vice-Chairman of the Council of the Netherlands East Indies (Netherlands).

Mlle. V. DANNEVIG, Principal of the Vestheim High School, Oslo (Norwegian).

Lord LUGARD, former Governor of Nigeria (British)

\* Dr. Thomas FINEGAN, deceased, has not yet been replaced



## 2. THE PERMANENT CENTRAL OPIUM BOARD.

(Constituted under Article 19 of the Geneva Convention of 1925 Its members are appointed by the Council in an individual capacity.)

M. Lucide AGEL (French).  
Dr. ANSELMINO (German).  
Sir Atul CHATTERJEE (Indian).  
Professor GALLAVRESI (Italian).  
Mr. L. A. LYALL (British).  
Mr. H. L. MAY (American).  
M. Dragan MILICEVIC (Yugoslav).  
M. M. MIYAJIMA (Japanese).

## 3. ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

(Is composed of the Traffic in Women and Children Committee and of the Child Welfare Committee.)

(Reconstituted in 1925 under a resolution of the Fifth Assembly Its members are appointed by and represent their Governments; the assessors are appointed by the Council in an individual capacity.)

*Members (the Members sit on both Committees):*

Belgium . . . . .	COUNT CARTON DE WIART.
Denmark . . . . .	Mme Estrid HEIN.
France . . . . .	M. REGNAULT.
Germany . . . . .	Mme. Gertrud BÄUMER.
Italy . . . . .	COUNT UGO CONTI.
Japan . . . . .	M. SAWADA.
Poland . . . . .	Dr. CHODZKO.
Roumania . . . . .	M. COMNENE (replaced by Mme ROMNICIANO).
Spain . . . . .	Mme. DE MARTINEZ SIERRA.
United Kingdom . . . . .	Mr. S. W. HARRIS.
United States . . . . .	Miss ABBOTT.
Uruguay . . . . .	Dr. RUCKER.

*Assessors for Traffic in Women and Children Committee:*

Mr S. COHEN, Jewish Association for the Protection of Girls and Women.  
Mlle Andrée KURZ, *Fédération internationale des Amies de la jeune fille.*

*protection de la jeune fille.*

n and Children.

Dame Rachel CROWDY.  
Liaison Officer with the International Labour Office

*Assessors for Child Welfare Committee:*

Mlle BURNIAUX, International Federation of Trade Unions  
Dr. Fanny DALMAZZO, *Union internationale des Ligues féminines catholiques*  
Dame Katharine FURSE, International Organisation of Boy Scouts and Girl Guides  
Sir Montagu BURROWS, International Organisation of Boy Scouts and Girl Guides.  
Dr René SAND, League of Red Cross Societies.  
M Jorge VALDÉS-MENDEVILLE, Pan-American Institute for Child Welfare.

Miss Charlotte WHITTON, Social Service Council of Canada and Canadian Council of Child Welfare.  
Dame Rachel CROWDY.  
Mr. BASCOM JOHNSON.

*Liaison Officers:*

International Labour Office.  
Health Organisation of the League of Nations.

## 4. INTER-GOVERNMENTAL REFUGEE ADVISORY COMMISSION.

(Constituted under a resolution of the Ninth Assembly.)

*Government Members:*

Belgium . . . . .	M. A. FRANÇOIS.
Bulgaria . . . . .	M. D. MIKOFF.
China . . . . .	M. CHEN-TING.
Czechoslovakia . . . . .	M. Rudolf KUNZL-JIZERSKY.
Estonia . . . . .	M. A. SCHMIDT.
France . . . . .	M. DE NAVAILLES-LABATUT.
Germany . . . . .	Dr. KRAUEL.
Greece . . . . .	M. R. RAPHAEL.





*Substitute Members :*

Mr. A. HERSLY, Chief of Internal Services  
 M. Arturo BIANCHI, Architect, Rome (substitute for M. Florestano di Fausto).  
 M. Louis BOUËT, Geneva (substitute for M. Streit-Baron).  
 Mr F. W. L. CLOUX, Architect, London (substitute for Mr. Markham).  
 M. JACQUOT, Paris (substitute for M. Peycelon).  
 M. G. HOEHNE, Architect, Baden-Baden (substitute for M. Kras).  
 M. DE CLERCQ, Architect, The Hague (substitute for M. Broese von Groenou).  
 Dr. di Palma CASTIGLIONE, International Labour Office (substitute for Mr. Butler).

## 4. ADMINISTRATIVE TRIBUNAL.

*Judges :*

M. FROELICH (*President for 1933*).  
 M. DEVEZE (*Vice-President for 1933*).  
 M. MONTAGNA.

*Deputy Judges :*

M. EIDE.  
 M. DE TOMCSANYI.  
 M. VAN RYCKEVORSEL.

*Registrar :*

M. J. NISOT.

*Deputy Registrar :*

M. GUERREAU.

## ANNEX II.

## THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

(Constituted under Article 14 of the Covenant of the League of Nations. The Judges are elected by the Assembly and the Council for a period of nine years.)

*Judges :*

M. ADACHI (Japanese).  
 M. ANZILOTTI (Italian).  
 M. FROMAGEOT (French).  
 Sir Cecil HURST (British).  
 M. ALTAMIRA Y CREVEA (Spanish).  
 M. VAN EYSINGA (Netherlands).  
 M. GUERRERO (Salvador).  
 Baron ROLIN-JAEQUEMYNS (Belgian).

Mr. KELLOGG (American).  
 ..  
 ..  
 ..  
 ..  
 M. URRUTIA (Colombian).

*Deputy Judges :*

M. ERICH (Finnish).  
 M. DA MATTA (Portuguese).

M. NOVAKOVITCH (Yugoslav).  
 M. REDLICH (Austrian).

*Registrar :*

M. HAMMARSKJÖLD (Swedish).

*Deputy Registrar :*

M. L. J. H. JORSTAD (Norwegian).

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THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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VOL. XIII., No. 3.

MARCH, 1933.

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New British Disarmament  
Proposals.

Adoption by the Council of the  
Report on the Dispute  
between Colombia and Peru.

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The present issue of the Monthly Summary contains neither the Chapter on the activity of the Permanent Court of International Justice, nor the Summary of the activity of the International Labour Organisation.

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THE MONTHLY SUMMARY OF THE  
LEAGUE OF NATIONS

Vol. XIII., No. 1

May 1933

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**Figure 1**

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On the other hand, the Government of the United States accepted the invitation to co-operate with this Committee. The Advisory Committee set up two Sub-Committees, one to study the question of the export of arms in relation to the situation in the Far East, the other to consider the practical application of the undertakings assumed by the Members of the League, more particularly in regard to the non-recognition of Manchukuo.

The Council, following upon the rejection by the Peruvian Government of its proposals for the settlement of the dispute between Colombia and Peru under paragraph 3 of Article 15 of the Covenant, adopted a report in accordance

with paragraph 4 of Article 15, recommending the complete evacuation by the Peruvian forces of the Leticia trapezium. It also appointed an Advisory Committee to watch the situation. The Governments of the United States and Brazil accepted to co-operate in the work of this Committee. The Council further heard the representatives of the Governments of Bolivia and Paraguay over the Chaco controversy, and decided to ask for official information on the arbitration proposals submitted by the Governments of the Argentine and Chile.

The Council also dealt with two questions of direct action relating to the Free City of Danzig.

## II.—POLITICAL QUESTIONS.

### I APPEAL OF THE CHINESE GOVERNMENT.

The Advisory Committee constituted by the Special Assembly in conformity with the resolution of February 24th invited the United States and the Union of Socialist Soviet Republics to co-operate in its work.

The Government of the Union of Socialist Soviet Republics informed the Secretary-General on March 7th that, in so far as the basis of the decisions taken by the League regarding the Sino-Japanese dispute were, to a certain extent, similar to the principles of the policy of peace of the Soviet Union, a certain coincidence was to be observed as between the bases of these decisions and the views of the Soviet Union. The Report of the Committee of Nineteen, however, adopted by the Assembly of the League, contained certain recommendations which were not entirely compatible with the bases underlying its decisions. The Advisory Committee was a body of the League of Nations which was required to submit its proposals to the Assembly, and the Soviet Union, not being a Member of the League of Nations, could have no influence on the decisions of the Assembly. Moreover, the majority of the States forming part of the Advisory Committee were not maintaining relations with the Soviet Union and therefore showed signs of an unfriendly disposition towards the Soviet Union. The Soviet Government, in these circumstances, did not think it possible to associate itself with the decisions taken by the Assembly or, for the moment, to participate in the work of the Advisory Committee. The Soviet Government at the same time intimated that, in accordance with its policy of peace, it would always conform to any action or proposal intended to bring about a rapid and just settlement of the Sino-

Japanese dispute and a consolidation of peace in the Far East.

The Government of the United States on March 11th replied that it was prepared to co-operate with the Advisory Committee in such manner as might be found appropriate and feasible. As it was necessary that the American Government should exercise independence of judgment with regard to proposals which might be made, and/or action which the Advisory Committee might recommend, the American Government did not think that appointment by it of a member of the Committee would be feasible. Believing, however, that participation by a representative of the American Government in the deliberations of the Committee would be helpful, the United States Minister to Switzerland, Mr Wilson, had been asked to participate in the discussions, without the right to vote, if such participation were desired.

The Advisory Committee met on March 15th and elected M. Lange, Norway, to be its chairman. It instructed the Secretary-General to acknowledge the communications from the Governments of the Union of Socialist Soviet Republics and the United States and, in particular, to invite Mr. Wilson to participate in its discussions, subject to the conditions indicated by the United States Government. Mr Wilson took his seat on the Committee.

The Committee decided to consider two questions. The first question was that of the export of arms in its relation to the situation in the Far East. It was understood that this question would be studied by a Sub-Committee composed of the representatives of Germany, Belgium, the United Kingdom, Spain, France, Italy, Norway, the Netherlands, Sweden,

Switzerland and Czechoslovakia, and that the representative of the United States would be invited to participate in the discussions of the Sub-Committee. The second question was the application of the undertakings mentioned in Part IV, Section 3, of the Report adopted by the Assembly on February 24th, 1933, in accordance with which the Members of the League undertook in particular to continue not to recognise the present situation in Manchuria either in law or in fact, and to act in concert with one another and with the States non-Members of the League concerned. The Advisory Committee thought, for example, that it might be useful if the Committee asked the Governments to give to their representatives in the various international organisations instructions in conformity with these undertakings in respect of any question regarding the admission of Manchukuo to these organisations. The Universal Postal Union and the International Telegraphic Union were, in particular, mentioned in this connection, as well as the problems arising in respect of passports and currency. A Sub-Committee was instructed to study these questions. The Sub-Committee included representatives of Germany, the United Kingdom, Canada, Spain, France, Italy, the Irish Free State, Mexico, Norway, the Netherlands, Portugal, Switzerland and Turkey, the representative of the United States of America being also invited to participate in the discussions.

The Japanese Government, on March 27th, in a telegram addressed to the Secretary-General, gave the preliminary notice of the intention of Japan to withdraw from the League contemplated in the provisions of Article 1, paragraph 3, of the Covenant.\*

The Secretary-General, on the same day, acknowledged receipt of this telegram and communicated it to the Members of the League.

The Advisory Committee met on March 28th and noted the communication from Japan. The Japanese communication contained also a further statement of the Japanese view on the Sino-Japanese dispute. The Committee did not think it desirable to publish any further declaration in regard to this statement, since the points raised by the Japanese Government had already been dealt with in the Report of the Assembly and in the discussion on that Report.

The Chinese delegation on March 21st intimated that, after the adoption of the Report of the Assembly on February 24th, the Japanese military authorities had occupied the greater portion of the Province of Jehol, and were

continuing their aggression along the Great Wall at about 140 miles north-east of Peiping.

## 2. DISPUTE BETWEEN COLOMBIA AND PERU.

The Committee of Three instructed by the Council to ensure, in collaboration with the representatives of Colombia and Peru and in conformity with paragraph 3 of Article 15 of the Covenant, the settlement of the dispute between these two countries, submitted a report to the Council on March 1st, 1933. The report was adopted by the Council.

The Committee, after describing the efforts made, and drawing attention to the constant support which the Governments of the United States and Brazil had afforded the League of Nations, intimated that it had submitted to the parties on February 25th the following proposals:

"(1) The Council's previous resolutions remain intact. The proposals hereunder, however, are formulated with a view to the settlement provided for in Article 15, paragraph 3, of the Covenant

"(2) A League Commission to take charge of the territory. The territory to be completely evacuated by the Peruvian forces

"(3) Colombia to place forces at the disposal of the League Commission, these to become international forces for the duration of the negotiations

"The Commission to have power to attach to the international forces any other personnel it may think necessary

"(4) These forces and personnel to be responsible for maintaining order in the territory during the negotiations

"(5) The details of the execution of this programme to be settled by the Commission mentioned in paragraph (2).

"(6) The two parties shall decide as to the method of carrying on the negotiations, which will be undertaken for the purpose of studying in a conciliatory atmosphere the whole of the problems outstanding, and the best manner of reaching a solution of them which shall be just, lasting, and satisfactory.

"The negotiations shall be begun and carried out with all expedition

"The Council is ready, at the request of either of the parties, to give its good offices in case of disagreement, whether as to the method of negotiation or as to any point of substance which may arise"

The Committee further pointed out that the covering letter sent with these proposals to the representative of Peru contained the following paragraph:

"The Committee understands that your Government equally agree that, if Peruvian military elements are on Colombian territory, they should be withdrawn as speedily as possible, subject to the necessary arrangements regarding modalities of such withdrawal, and all attacks on that territory discouraged"

\* The text of this communication is annexed



These proposals, accepted by the delegate of Colombia, were not approved by the Government of Peru, which, on March 7th, submitted counter proposals, stipulating:

1. That order be maintained in the territory by the population itself, the Commission selecting for that purpose such personnel as it may think necessary;

2. That the success of the negotiations be ensured by a suitable procedure.

The Committee, on March 8th, informed the Council that it did not regard these counter proposals as affording for the solution of the dispute bases which it could recommend for adoption by the Council and the Government of Colombia. In these circumstances the Council authorised the Committee to prepare the draft report to be submitted to the Council in accordance with paragraph 4 of Article 15 of the Covenant.

The Government of Peru, on the same day, proposed to submit its dispute with Colombia to arbitration under Article 13 of the Covenant. The Committee of the Council on March 9th replied that arbitration under Article 13 would only be possible if Colombia agreed to accept that procedure. Colombia, however, had submitted the dispute to the Council, thus conforming with one of the methods of procedure described in paragraph 1 of Article 12.

The Committee, on March 18th, submitted to the Council the draft report which it had drawn up in conformity with paragraph 4 of Article 15.

M. Santos, representative of Colombia, accepted the report. M. García Calderón, representative of Peru, asked the Council not to adopt the report, and to open an inquiry with a view to collecting supplementary information.

The Chairman of the Committee of Three stated that the Committee, after the declarations made by the representatives of the parties, did not consider that it had anything to add to its report or to take from its report. The Council thereupon proceeded to a vote by roll-call. The representative of Peru left the Council table. All the members of the Council declared in favour of the report, including Colombia. The representatives of France, the United Kingdom, Norway, the Republic of Panama, Poland and Czechoslovakia made declarations in which they paid a tribute to the efforts made by the Committee of Three, and emphasised the equitable character of the solutions suggested in the report.

The report was unanimously adopted,\* the

\* The essential passages of the report, namely, the statements of fact concerning the dispute and the solutions recommended, are annexed

votes of the parties not being reckoned. The Council, on the proposal of M. Lester, then adopted the following resolution:

"Whereas, in virtue of Article 4, paragraph 4, of the Covenant, the Council may deal at its meetings with any question affecting the peace of the world, and therefore cannot withhold its attention from developments in the dispute between Colombia and Peru,

"Whereas it follows from Part II of the report adopted by the Council in virtue of Article 15, paragraph 4, that the Members of the League of Nations should refrain from any act that might prejudice the execution or delay the application of the recommendations of that report;

"Whereas, at its meeting of March 11th, 1932, the Assembly of the League of Nations declared that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty, or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris;

"Whereas, in the provisions signed at Washington on August 3rd, 1932, by nineteen American States, including Colombia and Peru, the signatory States declared themselves opposed to force and renounced it both for the settlement of their differences and as an instrument of national policy in the relations between the American States,

"And whereas the American nations declared in the same document that they would not recognise the validity of any territorial acquisitions that might be obtained by an occupation of conquest effected by force of arms:

"The Council decides to appoint an advisory Committee to watch the situation, assist the Council in the performance of its duties under Article 4, paragraph 4, and help the Members of the League for the same purpose to concert their action and their attitude among themselves and with non-Member States

"The Committee shall consist of the representatives of the following Governments: United Kingdom of Great Britain and Northern Ireland, China, Czechoslovakia, France, Germany, Guatemala, Irish Free State, Italy, Mexico, Norway, Panama, Poland and Spain

"The Committee shall invite the Governments of the United States of America and Brazil to collaborate in its work in the manner they shall consider the most appropriate

"The Committee is requested to report progress to the Council within three months of the adoption of this report."

The Advisory Committee thus constituted elected Mr. Lester (Irish Free State) as its Chairman, and instructed the Secretary-General to invite the Governments of the United States and Brazil to co-operate in any way they might deem most appropriate. The Government of the United States, on the same day, intimated that it was prepared to co-operate with the Advisory Committee in the manner deemed

most appropriate and possible. In view of the fact that it was necessary for the Government of the United States to exercise an independent judgment upon the proposals or measures which the Advisory Committee might recommend, it did not seem possible to appoint a representative to sit on the Committee; but it instructed Mr. Wilson, United States Minister in Switzerland, to participate in the work of the Committee without voting, if such participation was desired.

The Government of the United States of Brazil on March 24th declared that it accepted the invitation to co-operate with the League of Nations in seeking a solution of the dispute between Colombia and Peru. Desiring, however, to retain complete freedom of action, it instructed the Minister for Brazil at Berne to attend the meetings of the Committee under the same conditions as the representative of the United States of America.

The Advisory Committee met on March 22nd. It first noted a communication from the Colombian Government drawing attention to attacks of Peruvian origin upon Colombian troops at a considerable distance from the frontier of Peru. The Council made a first examination of the question of imposing a restriction on the despatch of arms and munitions in case of military action in contradiction with the recommendations of the Council. The members of the Committee decided to ask their Governments if they were prepared to accept the principle of the prohibition of arms, munitions and implements of war in such an event.

### 3. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The representative of Bolivia, on March 1st, communicated to the Secretary-General a telegram which he had received from his Government containing a formula submitted on February 24th by the representatives of the Argentine Republic and Chile to the Governments of Bolivia and Paraguay with a view to

the settlement of the dispute between the two countries.

The Governments of Argentine and Chile proposed to submit the whole question of the Chaco to legal arbitration. The arbitration tribunal would be constituted within one month. The agreement to arbitrate would be drawn up in an American capital, the tribunal would work in another, and the award would be rendered in a third. In the event of there being any difficulty in determining the zones or submitting any particular points to arbitration an advisory opinion would be requested of the Permanent Court of International Justice at The Hague. The parties, moreover, would declare hostilities to be at an end and the contending parties would withdraw their troops, concentrating them and reducing effectives. The Government of Bolivia added that it had intimated its intention of examining this proposal in the best spirit.

The Committee of Three instructed by the Council to follow the dispute between Bolivia and Paraguay, informed meanwhile of the continuation of hostilities in the Chaco, asked on March 6th that the dispute between Bolivia and Paraguay should be placed on the agenda of the Council under Article 11 of the Covenant.

The Council met on March 8th and took note of the report submitted by the Chairman of the Committee of the Council, Mr. Lester. It heard the representatives of Bolivia and Paraguay, M. Costa du Relis and M. Caballero y Bedoya, and decided to procure official information as to the action taken upon the proposals of the Governments of the States adjacent to Bolivia and Paraguay. At the same time it instructed its Committee to continue to follow the dispute and to report to the Council when it seemed necessary to do so.

The Committee was also asked to study the proposals which the Council might feel called upon to submit to the parties in execution of Article 11 of the Covenant.

## III—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The General Commission of the Conference for the Reduction and Limitation of Armaments continued its examination of the questionnaire relating to effectives.\*

The Commission, on March 6th, instructed a Committee to examine the questions relating to effectives stationed overseas. This Committee consisted of the representatives of

Germany, Belgium, the United Kingdom, Spain, the United States, France, Italy, Japan, the Netherlands, Portugal and the Union of Socialist Soviet Republics. Further, the General Commission invited the Special Committee on Effectives to provide, in consultation with the countries concerned, a table showing the effectives of each country as determined in application of the principles approved by the General Commission.

\* See Monthly Summary, Vol. XIII., No. 2, page 32

The General Commission, on March 9th, after a general discussion on the subject of land material, instructed a drafting committee to prepare a questionnaire placing at the head of it the points which related to the principle of the abolition and limitation of land material. The drafting committee sat under the chairmanship of M. Politis (Greece), and consisted of representatives of the following countries: Germany, the United Kingdom, Spain, the United States, France, Italy, Japan, the Netherlands, Poland, Turkey, the Union of Socialist Soviet Republics, Uruguay and Yugoslavia. The Committee, on March 13th, completed the questionnaire requested.

The General Commission, on March 16th, was invited by Mr. MacDonald, Prime Minister of the United Kingdom, to consider a draft Convention in five parts and ninety-six articles: Part I, dealt with the question of security; Part II, with disarmament (effectives, land, naval, and air material); Part III with the exchange of information; Part IV, with chemical warfare (prohibition of chemical, incendiary or bacterial warfare and its preparation; supervision of this prohibition and methods of ascertaining that the prohibited weapons have been employed); Part V, with general provisions (Permanent Disarmament Commission, exceptions and final provisions).

The main provisions of the draft Convention may be summarised as follows:

#### *Security.*

The part relating to security is based on the existence of the Pact of Paris. In the event of a breach or threat of breach of the Pact, there is to be a conference between the parties, if any five of them, including one at least of the great Powers, so requests. The conference may be summoned through the machinery of the League of Nations. Any conclusions reached must be concurred in by the representatives of all the great Powers and by a majority of the other Governments participating in the conference. It will be the object of the conference, if called in view of a threat of breach of the Pact, to agree upon the steps which could be taken, and, if a breach has actually occurred, to determine which party is to be held responsible.

An article in the final provisions states that the Convention is not to be interpreted as restricting the provisions of the Covenant of the League, in particular those which fix the powers of the Council and Assembly.

#### *Disarmament.*

*Effectives.*—The whole of the land forces of

continental Europe are to be put on a comparable basis, and, with a view to limiting the power of aggression, they are to be reduced to a militia basis by fixing eight months as the maximum period of service. To suit the differing conditions in certain States, provision is made for an extension to twelve months in certain cases to be decided by the Conference.

Once agreement has been reached on the size of European continental land forces, it is thought that it will not be difficult to fix figures of limitation for other armies.

There follows the appended table of average daily effectives which are not to be exceeded in the land armed forces.

	Stationed in home country.	Total, including overseas.
Germany . . .	200,000	200,000
Belgium . . .	60,000	75,000
Bulgaria . . .	60,000	60,000
Spain . . .	120,000	170,000
France . . .	200,000	400,000
Greece . . .	60,000	60,000
Hungary . . .	60,000	60,000
Italy . . .	200,000	250,000
Holland . . .	25,000	75,000
Poland . . .	200,000	200,000
Portugal . . .	50,000	60,000
Roumania . . .	150,000	150,000
Czechoslovakia . . .	100,000	100,000
Union of Soviet Socialist Republics . . .	500,000	500,000
Yugoslavia . . .	100,000	100,000
Each other continental European State . . .	(No separate figure)	50,000

This table contains only the figures which are suggested for the countries of Continental Europe. It would of course require to be completed by the addition of figures in respect of all the other Parties.

*Material.*—With regard to mobile land guns, a limit of 105 mm. is imposed for the future. It is proposed that States shall retain their existing armament up to 155 mm. (6-inch), but that all future construction shall be within the lower limit of 105 mm. (4.5-inch) approximately.

Coast-defence guns must approximate to the limit for naval guns. Their limit has been fixed at 406 mm. (16-inch), the size of the largest naval gun.

The maximum limit for tanks has been fixed at 16 tons.

All prohibited material is to be destroyed on the basis of one-third within one year and of

two-thirds within three years of the coming into force of the Convention

*Naval Armaments*—As regards naval armaments, reductions and limitations have already been effected by the Washington and London treaties. The object is to extend the Treaty of London to include two principal naval Powers—viz, France and Italy—which are at present not within its framework; and further to stabilise the remaining naval forces of other Powers at the figures taken from returns to the Secretary-General of the League of Nations reproduced in the *Armaments Year-Book*, 1932.

The articles, therefore, in the draft Convention are designed to hold the situation created by the London and Washington treaties until the Naval Conference which is to meet in 1935 regulates the naval armaments of all Powers on a satisfactory basis for the future.

The naval chapter arranges that the truce in capital-ship building is extended to all, except that Italy may lay down one ship.

Except as provided for by the London Naval Treaty, there will be no construction of 8-inch cruisers. All other construction will be purely for replacement and will conform to the qualitative limitations in force in the naval treaties.

Provision is made for a Permanent Disarmament Commission and the immediate examination by that body of the further naval qualitative limitations which have been before the Conference, with a view to their consideration by the Naval Conference which is to meet in 1935.

*Air Armaments*—Bombing from the air is to be completely prohibited (except for police purposes in certain outlying regions).

With a view to effecting, during the next five years, the reductions necessary to facilitate further air disarmament after that period, a table sets out the figures of aeroplanes capable of use in war which, by the end of that period, are not to be exceeded by the countries which at present possess such aeroplanes. As regards other countries, the *status quo* is maintained, each of the principal air Powers—France, Japan, Italy, the Union of Soviet Socialist Republics, the United States of America, and the United Kingdom—is to reduce its figure to 500.

No naval or military aircraft (excluding troop carriers and flying boats) is to exceed three tons in unladen weight.

No dirigibles are to be built or acquired during the period of the Convention. Countries which at present possess dirigibles may retain them during the period of the Convention, but may not, during this period, acquire or build any more.

Aeroplanes exceeding the quantitative and qualitative limitations imposed must have been disposed of, half by June 30th, 1936, and the remainder by the end of the period of the Convention.

Pending any further proposals, in subsequent conventions, for air disarmament, civil aviation is to be regulated.

The Permanent Disarmament Commission is to draw up a scheme for the complete abolition of naval and military aircraft, conditional upon an effective supervision of civil aviation in order to prevent its misuse for military purposes.

Alternatively, if such effective supervision is not found to be practicable, they are to prepare a scheme to determine the minimum numbers of naval and military aircraft required by each contracting party.

These schemes are to be submitted to the second Disarmament Conference.

#### *Chemical Warfare*

Chemical, incendiary and bacterial warfare is prohibited on the lines already accepted by the Conference.

#### *Permanent Disarmament Commission.*

The provisions relating to the composition, functions and operations of the Commission follow the lines which have already been agreed upon by the Conference. It will, in particular, be the duty of the Commission to make provision for the second Disarmament Conference which is to be held before the expiry of the Convention.

#### *Other Provisions.*

The Convention is to remain in force for a few years, except the naval provisions, which will terminate on December 31st, 1936 (before which date a further naval conference is to be held), and the rules forbidding certain methods of warfare, which are to remain in force indefinitely.

Before the expiry of the Convention, a further Disarmament Conference is to be held in order to conclude a new convention which would carry on the work of the limitation and reduction of armaments begun by the Convention at present proposed.

The Convention, together with the subsequent ones to be concluded, would replace the provisions of the peace treaties which at present limit the armaments and armed forces of Germany, Austria, Hungary and Bulgaria.

\* \* \*

The representatives of France, the United States, Germany and Italy expressed their appreciation of the initiative of Mr. Macdonald,

and a general discussion took place at meetings held from March 24th to March 27th.\*

The representatives of the following countries took part in the general discussion: Roumania, Switzerland, the Netherlands, Hungary, Turkey, Norway, Denmark, Poland, Canada, Greece, Austria, Estonia, Finland, Italy, Bulgaria, Argentine, Latvia, Sweden, Spain, the Union of Socialist Soviet Republics, India, Persia, Portugal, China, France, Belgium, Germany, Japan, Chile, Brazil, Afghanistan, Lithuania, Ireland, Poland and the United Kingdom. The General Commission, on the proposal of its rapporteur, M. Benes, adopted the following resolution†.

"The General Commission,

"In view of the results of the general discussion concerning the draft Convention submitted by the United Kingdom delegation,

"Noting that this draft remains within the general framework of the draft Convention drawn up by the Preparatory Commission and at the same time embodies new elements resulting, on the one hand, from the studies undertaken in pursuance of the resolution of July 23rd, 1932, and, on the other hand, from the decisions taken since the beginning of the session on the basis of the previous proposals of other delegations, and notably of the French delegation:

"Decides:

"(1) To take this draft as a basis for its subsequent discussions, the various delegations retaining the right to propose modifications, amendments or additions according to the wishes they manifested in their communications to the General Commission,

"(2) To proceed, at its next meeting, after the Easter vacation, to the examination of this draft, chapter by chapter and article by articles.

"Delegations wishing to submit amendments to Part I are requested to communicate them in writing to the Secretary-General of the Conference not later than April 20th, 1933."

The date of the next meeting of the Commission was fixed for April 25th, 1933.

\* \* \*

The Political Commission on March 2nd unanimously approved the draft undertaking of non-resort to force framed by its drafting Committee‡. The text of the undertaking is as follows:

"The Governments of . . .

"Anxious to further the cause of disarmament by increasing the spirit of mutual confidence

\* The General Commission, on March 22nd, consulted by the President as to the desirability of adjourning until after the Easter vacation, decided to continue its work

‡ The representatives of the U.S.S.R., Germany and Italy, Hungary and Austria, submitted a reservation regarding the second paragraph of the resolution

‡ See Monthly Summary, Vol. XII, No. 2, page 32.

between the nations of Europe by means of a declaration expressly forbidding resort to force in the circumstances in which the Pact of Paris forbids resort to war,

"Hereby solemnly reaffirm that they will not in any event resort, as between themselves, to force as an instrument of national policy."

The Political Commission, at meetings held from March 4th to March 7th, considered the draft Pact of Mutual Assistance referred to in the French Memorandum and in the British Programme of Work. It then discussed, on March 10th, a draft definition of the aggressor submitted by the delegation of the Union of Socialist Soviet Republics

Finally it instructed a Committee to examine the various drafts relating to security. The Committee entrusted with this task, presided over by M. Politis, consisted of representatives of the following countries: Belgium, Cuba, Denmark, Estonia, Finland, France, Germany, Hungary, Italy, Poland, Spain, Switzerland, Turkey, the Union of Socialist Soviet Republics, the United Kingdom, the United States of America and Yugoslavia.

\* \* \*

The Air Commission, under the chairmanship of M. de Madariaga (Spain), and afterwards under the chairmanship of M. Lange (Norway), Vice-Chairman, continued, up to March 17th, its study of the steps to be taken in dealing with civil aviation with a view to rendering possible the abolition of military and naval aviation and bombardment from the air.

The Special Committee on Effectives, under the chairmanship of M. de Brouckère (Belgium), and afterwards under the chairmanship of M. Westman (Sweden), Vice-Chairman, examined successively the criteria to be applied in determining the military character of police forces, the criteria to be used in determining what constituted pre-military training, and the definitions to be given to the various categories of professional officers and soldiers.

\* \* \*

The Committee for the Regulation of the Traffic in Arms and the Private and State Manufacture of Arms, under the chairmanship of M. de Scavenius (Denmark) was asked to consider the report of its Sub-Committee on the Manufacture of Arms. It resolved to ask the General Commission to take a decision on the following questions:

1. Should the private manufacture of arms be suppressed?

2. Should the manufacture of all arms be internationalised?

3. What should be the provisions of the Convention regarding exceptions to the Convention and its suspension in time of war

It was pointed out that replies to the first two questions would enable the Committee to know in what direction to continue its investigations into the regulation of the manufacture of arms, while the reply to the last question would indicate in what cases the stipulations relating to the manufacture of arms would or would not be suspended: (a) as applying to belligerents; (b) as applying to neutrals, and (c) as applying to arms subject to qualitative disarmament.

The Sub-Committee on the Traffic in Arms, under the chairmanship of M. Komarnicki (Poland) made a first study of the questions referred to it, taking as a basis of discussion the Convention of 1925. The Sub-Committee proceeded to a first reading of its preliminary draft report.

\* \* \*

The Technical Committee of the *National Defence Expenditure Commission*, under the chairmanship of Mr. Lyon (United Kingdom), completed the drafting of the report which it was asked to submit to the National Defence Expenditure Commission

#### IV.—ADMINISTRATIVE QUESTIONS.

##### THE FREE CITY OF DANZIG.

##### *Question of "Direct Action."*

The Council, on March 14th, 1933, dealt with two questions of direct action relating to the Free City of Danzig. These questions were submitted by the High Commissioner of the League of Nations. The first of them referred to the guard detachment for the Polish war material depot on the Westerplatte, the second to the harbour police

##### 1. GUARD DETACHMENT FOR THE POLISH WAR MATERIAL DEPOT ON THE WESTERPLATTE.

The diplomatic representative of Poland at Danzig informed the High Commissioner of the League of Nations on March 6th that his Government had decided, in order to guard against a possible attack on the Polish munitions depot on the Westerplatte by certain Danzig elements, provisionally to reinforce the guard detachment stationed at the depot.

The High Commissioner observed that this was contrary to the agreements in force and asked the Polish Government to reduce the guard detachment to its normal strength. He did not, however, obtain from the Polish Government any adequate assurances and therefore asked the Council to consider the matter.

At the request of the representative of Poland, M. Beck, the President of the Senate of the Free City of Danzig, M. Ziehm, gave the Council a guarantee that adequate measures would be taken to prevent any infringement of the rights enjoyed by Poland on the Westerplatte peninsula. M. Beck therefore stated to the Council that his Government had decided to reduce without delay the guard detachment on the Westerplatte to its normal strength. He explained that Poland had

always considered the reinforcement of the detachment as provisional and had never intended by that measure in any way to modify existing rights or to create a precedent. He added that Poland was ready immediately to consult with the High Commissioner with a view to fixing the date and hour of the withdrawal of the troops.

Sir John Simon, acting as rapporteur to the Council, expressed the view that in these circumstances it was not necessary to read the report which he had prepared. He observed that the Polish Government recognised that the steps which it had taken were not in conformity with the stipulations in force and that it had not intended in any way to create a precedent. He emphasised that neither party to any of the agreements governing the status of the Free City was entitled on its own behalf to take the law into its own hands. In conclusion he expressed his approval on behalf of the Council of the action taken by the High Commissioner.

The President of the Free City, M. Ziehm, said that he regarded the incident as closed. He expressed the hope that the words "without delay" used by the representative of Poland meant that the troops in question would be withdrawn that very day. He declared that the Free City of Danzig and its inhabitants would thus be relieved of the very serious anxiety which they had felt. He expressed the hope that, after the declarations of the representative of Poland, the regulations relating to the transport of war material to the Westerplatte, which the Danzig population had always regarded as weighing heavily upon it, would be fully respected, in accordance with existing treaties and with the resolutions of the Council. He added that the way in which the matter had

been settled by the Council would strengthen the confidence of the Free City of Danzig in the League of Nations.

The representative of Germany, M. von Keller, after emphasising the serious character of the incident before the Council, noted the declarations of the Polish representative and associated himself with the observations of the President of the Senate of the Free City.

The representative of France, M. Paul-Boncour, while paying a tribute to the President of the Senate of Danzig and the High Commissioner of the League of Nations, expressed his satisfaction at the spirit of conciliation which had been shown by the representative of Poland. The gravity of the incident, in his opinion, was not due solely to the action taken by the Polish Government, but had resulted from a special and general situation and from anxieties which were liable to be aroused in present circumstances in certain parts of Europe. It was owing to these special and general circumstances that the Polish Government had believed itself to be in a situation which necessitated urgent measures.

The representative of the Irish Free State, Mr. Lester, paid a tribute to the wisdom shown by the Polish Government in this affair.

## 2. HARBOUR POLICE.

The Danzig Harbour Board in 1921 expressed the view that a police force placed under its immediate authority was essential to the maintenance of order in the harbour of Danzig. The Polish and Danzig Governments could not agree as to the way in which this force should be constituted, and the question was brought before the High Commissioner. The High Commissioner on June 6th, 1923, decided that the Harbour Board should apply to the Senate of the Free City to obtain such police as it might require. It was understood that these police would be placed under the immediate direction of the Harbour Board.

The two parties, after appealing against this decision, agreed to put it into force for a period of two years, on the expiration of which each party was to be free to consider afresh its attitude in the matter.

Upon the expiration of the first period of two years the situation in fact remained unchanged and was maintained until February 15th, 1933.

On that date the Senate of Danzig informed the representative of Poland that it was no longer disposed to tolerate the present situation, which, in its view, had since May, 1927, been without any legal basis. It declared that it had given instructions to revert to the position before the coming into force of the Agreement.

The Polish Government, in a communication dated February 20th, noted that the Senate had, by unilateral action, rescinded the Agreement of September 1st, 1923. The Polish Government regarded this action as contrary to that Agreement, and considered it as legally null and void. It further intimated its intention of communicating to the Harbour Board certain proposals concerning the safeguarding of order and security in the harbour area. On the same day the Polish Government submitted to the Harbour Board proposals for the organisation of a force of police composed of Polish nationals which would be under the control of the Board.

On March 7th the representative of Poland at Danzig requested the High Commissioner to decide that the action of the Senate with regard to the harbour police constituted direct action and should immediately be cancelled.

The matter is now before the Harbour Board, and Sir John Simon, acting as rapporteur, has proposed that, pending the decision of the Harbour Board, the arrangement in force up to the month of February last should be restored and maintained without modification.

The President of the Senate of the Free City of Danzig accepted that suggestion. He pointed out, however, that the *de facto* settlement of the question had no effect on the legal situation, and that the resolution of the Council of March 11th, 1925, and the treaties on which it was based could have no legal consequences after the assent of the Polish Government to the termination of the arrangement in question. He added that the situation created as a result of the resolution of March 11th, 1925, could not be modified so long as the legal questions had not been finally cleared up.

The representative of Poland expressed the hope that the declaration made by the President of the Senate, particularly with regard to the restoration of a *de facto* situation, would create a favourable atmosphere for the final settlement of the problem in conformity with the status of the Free City.

## V.—TECHNICAL ORGANISATIONS.

### ECONOMIC AND FINANCIAL ORGANISATION.

#### (a) *Meeting of the Committee on Tobacco.*

A group of experts on tobacco questions, invited to consider the possibility of international action with a view to attenuating

the crisis from which the producers of tobacco in certain countries of South-Eastern Europe are at present suffering, met at Geneva from March 21st to 25th.

The meeting was held upon the initiative

of the Commission of Inquiry for European Union, which had been asked to consider the possibility of the application of a system of preference to agricultural products other than cereals. The problem of tobacco, which is of special interest to Bulgaria, Greece and Turkey, had been mentioned in this connection. The Special Committee convened in October, 1931, drafted a report which was discussed in September, 1932, by the Conference of Stresa. The Commission of Inquiry for European Union, as a result of the resolutions of the Conference, asked the Council to invite experts to make practical investigations into the tobacco problem.

The task of the experts was thus defined in the report of 1931:

"The Commission of Inquiry for European Union might recommend governments possessing monopolies to consider technical conditions of purchase likely to ensure the better marketing of tobacco coming from European countries which are faced with special difficulties in tobacco growing and exportation. It might also recommend governments having no monopoly to amend, in the course of bilateral negotiations with the same countries, certain fiscal or customs provisions which, although without any discriminatory intention, have the consequence of placing their exports in a less favourable situation than those of their principal competitors."

The Conference of Stresa approved this text.

The experts gave information as to the situation in their respective countries. A declaration of special importance was made on behalf of the delegations of Bulgaria, Greece and Turkey. These delegations announced the conclusion of an arrangement for the establishment of a common office for the study of questions relating to tobacco.

The Committee of experts adopted a report which will be submitted to the Commission of Inquiry for European Union. The report refers to the resolutions which various international meetings, particularly the Conference of Stresa, have adopted on the tobacco question. The Committee, on the basis of these texts, contemplates the following measures:

(1) An extension of the market for Eastern tobacco;

(2) The amendment of fiscal or customs provisions applied to these tobaccos;

(3) The encouragement of national efforts undertaken in the producing countries to organise more efficiently the trade in tobaccos.

The report, in reference to the first of these points, emphasises that the export of Eastern tobaccos has considerably decreased in recent

years. The exporting countries ask the European importing countries to increase the proportion of Eastern tobaccos used in the mixtures offered to consumers. It is pointed out that certain results have recently been achieved in this direction.

The Committee, in reference to the amendment of certain customs or fiscal provisions, indicates the advantages which would be afforded by changes decreasing discrepancies between the duties levied respectively on dark and light tobaccos. Allusion is made to the measures recently taken in certain countries in this sense. It is noted that the countries exporting Eastern tobaccos desire the establishment of a special régime in favour of their tobacco, and the possible ways and means of establishing such a régime are examined.

In regard to the measures of organisation in the producing countries, the attention of the Committee was directed to the establishment of a central office for Eastern tobaccos, such as was contemplated in the Conference held at Istanbul in May, 1932, by the producers of Bulgaria, Greece and Turkey. Suggestions are made with a view to ensuring the effective working of such an office.

The experts contemplated in this connection the establishment of a stock in each of the three countries for the purpose of regulating the market with a view to mitigating, in the interests both of the producer and purchaser, the excessive variations in the prices of tobaccos. A capital of 30,000,000 Swiss francs seemed to the experts adequate to ensure the working of the system proposed. The Committee, without expressing any view as to the way in which this capital should be constituted, nevertheless indicated that a participation of the purchasing countries was a possibility which should not be excluded.

The Committee of Experts, in conclusion, emphasises the vital importance of the crisis in Eastern tobaccos to the countries chiefly concerned. An appeal is made for the co-operation of the countries which are in a position to assist in attenuating this crisis. The Committee of Experts requests that its report be examined by the Financial Committee and the Economic Committee of the League of Nations.

. . .

The following experts participated in the work of the Committee: M. Bacalbassis (Greece), Chairman; M. Schneider (Germany), M. Gluecklich (Austria), M. Palaveef (Bulgaria), M. Mondeaux and M. Dauder (France), M. Rodopoulos and M. Simonide (Greece), M. Baranyai (Hungary), M. Pantoli (Italy),



M Rosciszewski (Poland), Mr Patteson (United Kingdom), M. Reinhard (Switzerland), M Hladky (Czechoslovakia), M Mithat (Turkey), and M Alexandrovitch (Yugoslavia).

Other countries, in particular Belgium and Sweden, were invited to send experts, but confined themselves to submitting in writing a statement of their situation in regard to the tobacco problem.

#### (b) *Fiscal Committee*

##### *Sub-Committee on the Allocation of Profits for the Purpose of Taxation*

On the invitation of the American Committee of the International Chamber of Commerce, the Sub-Committee instructed by the Fiscal Committee to proceed with an inquiry into the question of the allocation of profits for purposes of taxation met at New York on March 15th, 1933.

It will be recalled that the Fiscal Committee, after having noted in 1931 the results of an

inquiry into the methods of assessing for taxation industrial and commercial profits in Germany, Spain, the United States of America, France and the United Kingdom, decided to undertake the present inquiry in other European and non-European countries.

Statements were submitted to the Sub-Committee from thirty countries on the methods of assessing profits for purposes of income tax and the fiscal system applied to foreign and national companies. The Committee will examine the possibility of an international agreement with a view to avoiding double taxation in this connection.

The Fiscal Committee, which will meet at Geneva during the summer, will study the possibility of one or several draft conventions based on the conclusions of the Sub-Committee.

The Sub-Committee consists of Messrs Hans Blau (Switzerland), Dorn (Germany), Sir Percy Thomson (United Kingdom), and Hervé le Roy, replacing M. Borduge (France).

## VI.—INTELLECTUAL CO-OPERATION.

### INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Executive Committee of the International Educational Cinematographic Institute met at Rome on March 2nd, under the chairmanship of M. A. Rocco (Italy), former Minister of Justice and Public Worship.

\* \* \*

#### *Temporary Committee of Representatives of the Cinematographic Industry*

A temporary Committee of the representatives of the cinematographic industry was set up under a resolution adopted by the Governing Body of the Institute and a resolution of the Executive Committee of the Intellectual Co-operation Organisation. The Committee will include the President of the French Chamber of the Cinema Industry, the Commercial Attaché of the United States of America in charge of cinema questions, the Secretary-General of the *Spitzenorganisation der deutschen Filmindustrie*, and the President of the Fascist Federation of the Entertainments Industry.

It was decided that the first meeting of the Committee should be held in Geneva at the beginning of July, so that the results of the consultation might be communicated to the International Committee on Intellectual Co-operation during its fifteenth session.

The Chairman of the Committee will be appointed by the Chairman of the Governing

Body of the Institute at Rome, in agreement with the Secretary-General of the League of Nations.

The programme of the meeting will include, in particular, consideration of the assistance which the cinema industry might be able to afford the League of Nations in informing the public, by means of films, concerning its aims, organisation and activities. The meeting will also consider the assistance which might be rendered by the film industry in efforts undertaken with a view to bringing public opinion in the various countries into closer touch and spreading information regarding the special characteristics and qualities of the various nations. The Committee will also discuss the contribution which might be made by the cinema to the general education of the public.

Finally, the Committee will be asked to examine the draft scenario of an educational film on the League of Nations prepared by the Information Section of the Secretariat, in conformity with the directions of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League.

#### *Preparation of an International Congress on Education by Means of the Cinema*

The Institute will organise a Congress under the auspices of the Intellectual Co-operation Organisation of the League of Nations, with the assistance of the Italian Government. The

Congress will be opened at Rome on April 3rd, 1934

An honorary committee and a preparatory committee will be established by the Director of the Institute in agreement with the Chairman of the Governing Body and the Secretary of the Organisation of Intellectual Co-operation. It will be the task of the preparatory committee to draft the programme of the Congress on the basis of proposals made by the Director, and to draw up a list of institutions and persons to be invited to take part in the Congress.

## VII.—SOCIAL AND HUMANITARIAN QUESTIONS.

### PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

The Advisory Commission for the Protection and Welfare of Children and Young People, which includes the Committee on the Traffic in Women and Children and the Child Welfare Committee, met at Geneva towards the end of the month of March, under the chairmanship of M. E. Buero (Uruguay).\*

The Commission was to consider in joint session three questions: first, there was the question of its own re-organisation; secondly, there was a preliminary study to be made of the report of the Committee of Inquiry on the Traffic in Women and Children in the East; thirdly, the publicity to be given to the work of the Commission.

The following questions were included in the programme of work of the Child Welfare Committee: the education of blind children, films for the amusement and education of children, the protection of illegitimate children, children's courts, the abandonment of children by the family, the effects of the economic crisis and unemployment on children and young people.

The Committee on the Traffic in Women and Children was invited to deal with amendments to the Conventions of 1910 and 1921 relating to a suppression of the age limit and the penalties to be inflicted upon souteneurs. It was required to note the annual reports of the Governments on the traffic in women and children and on obscene publications, reports on the central authorities, the use of women police, the repatriation of women and children without resources, as well as the annual reports of the voluntary organisations by assessors on the committees.

The Child Welfare Committee began its work on March 27th.

\* The next number of the Monthly Summary will contain an account of the work of the session.

The Executive Committee has approved the provisional programme prepared by the Director. It has invited him to take further steps and, in particular, to request assistance from international and national bodies dealing with the educational cinema. The Chairman of the Governing Body has at the same time been asked to take, in agreement with the Director and the Secretariat of the Intellectual Co-operation Organisation, all necessary measures with a view to the success of the Congress.

The two Committees, which deal respectively with child welfare and the traffic in women and children, include representatives of Governments and assessors. The representatives of Governments, which are the same for both Committees, and the assessors, who are different for each Committee, constitute, sitting in common, the Commission for the Protection and Welfare of Children and Young People.

*Government Delegates*—M. Enrique Buero (Uruguay), Professor Polligkeat, M. Wagner (substitute) (Germany), Count Carton de Wiart, M. Isidore Maus (technical expert) (Belgium), Dr. Estrid Hein (Denmark); Mme Martinez-Sierra, M. Martinez-Amador (substitute) (Spain), Miss Lenroot (United States), M. Regnault, M. Bourgeois (substitute) (France), Mr. S. W. Harris, Miss Wall (substitute) (United Kingdom), Count Ugo Conti, Princess Ginstinani-Bandini (substitute) (Italy), M. Yokoyama and M. Sasagawa and M. Kosuge (experts) (Japan); M. Chodzko, Mme. Woyrowicz-Grabinska, (substitute) and Mme Siemenska (expert) (Poland), Mme. Romnicio (Roumania).

*Assessors for Child Welfare Committee*—Mlle Burniaux, International Federation of Trade Unions; Sir Montagu Burrows, International Organisation of Boy Scouts and Girl Guides; Mlle. Dalmazzo, *Union internationale des Ligues féminines catholiques*; M. Augusto d'Oliviera, International Association for Child Welfare, Mlle. Gourd, Women's International Organisations; M. Saavedra, Pan-American Institute for Child Welfare, Dr. René Sand, League of Red Cross Societies, Mme Vajkai, *Union internationale de secours aux enfants*; Dame Rachel Crowdy; M. Bascom Johnson, American Social Hygiene Association.

*Liaison Officers*—Dame Janet Campbell, League of Nations Health Organisation; Mr G. A. Johnston, International Labour Office.

*Assessors for Traffic in Women and Children*—Mlle Thurier, *Protection (catholique) de la jeune fille*; M. Cohen, Jewish Association for the Protection of Girls and Women; Mme Avril de Sainte-Croix, Women's International

Organisations; Miss Balfe, *Union internationale des Ligues féminines catholiques*; Mlle. Andrée Kurz, *Amies de la jeune fille (protestante)*; Mr. Sempkins, International Bureau for Suppression of Traffic in Women and Children; Dame Rachel Crowdy

*Liaison Officer*—Mr. G. A. Johnston, International Labour Office.

## VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS

#### *Registration of Treaties*

The treaties and international engagements registered with the League Secretariat during March include the following.

A Treaty of Conciliation, Arbitration, and Judicial Settlement between Belgium and Bulgaria (Sofia, June 23rd, 1931), presented by Belgium;

A Treaty of Arbitration between Guatemala and Honduras, with additional Convention signed at Washington on July 16th, 1930, and description of the definitive boundary between the two countries as settled by the arbitral award rendered at Washington on January 23rd, 1933, presented by Guatemala;

A series of Conventions for the avoidance of double taxation between Belgium and the Grand Duchy of Luxemburg and Belgium and France, presented by Belgium;

An Exchange of Notes between the United States of America and Italy, constituting an

Arrangement regarding air navigation, presented by Italy;

A Convention between Belgium and the Netherlands regarding the application to the Belgian Congo and to the territory of Ruanda Urundi of the Extradition Convention between Belgium and the Netherlands of May 31st, 1899, and its additional Conventions (The Hague, November 1st, 1932), presented by Belgium;

An Exchange of Notes regarding the reciprocal protection of trade marks in Belgium and in Lithuania, presented by Belgium;

A Convention between the United States of America and Great Britain and Northern Ireland regarding the boundary between the Philippine Archipelago and the State of North Borneo (Washington, January 2nd, 1930), presented by Great Britain;

An Agreement between Great Britain and Northern Ireland and China for the exchange of postal parcels between China and Ceylon, presented by Great Britain

## IX.—OBITUARY.

### DEATH OF M. RESTREPO.

The Council was informed during its meeting on March 8th of the death of M. Antonio José Restrepo, permanent delegate of the Republic of Colombia accredited to the League of Nations.

The President recalled on that occasion that M. Restrepo had represented his country in the Assembly since the beginning of the League and had sat on the Council in 1927. He paid a tribute to the participation of M. Restrepo in the work of the League.

## X.—FORTHCOMING EVENTS.

April 21st—Conference of Experts on Public Health in Times of Crisis, Geneva.

April 24th—Financial Committee, Geneva.

April 25th (?).—Organising Committee of the Council for the Monetary and Economic Conference, Geneva

April 25th—General Commission of the Conference for the Reduction and Limitation of Armaments, Geneva.

April 25th—Technical Committee of the Special Committee on Effectives, Geneva.

April 25th—Technical Committee on Categories of Arms, Geneva

April 26th—Economic Committee, Geneva

April 26th—Supervisory Commission, Geneva

April 28th—Bureau of the Health Committee, Paris.

April 29th.—Health Committee, Paris

May 1st.—Building Committee, Geneva.

May 1st.—Sub-Committee on the Trade in Arms, Geneva.

May 3rd.—Permanent Committee on Arts and Letters, Madrid.

May 4th.—Permanent Central Opium Board, Geneva

May 8th.—Seventy-second session of the Council, Geneva.

May 15th.—Advisory Committee on Traffic in Opium, Geneva.

May 16th.—Committee to study the existing System of Elections to the Council, Geneva.

June 19th.—Permanent Mandates Commission, Geneva.

— (?)—Monetary and Economic Conference, London.

July 5th.—Conference of Government delegates to examine the draft Convention on Educational Films, Geneva

July 13th.—Executive and Directors' Committee of the Intellectual Co-operation Organisation, Geneva

July 17th.—Committee on Intellectual Co-operation, Geneva.

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## ANNEX I.

## PRELIMINARY NOTICE OF JAPAN'S WITHDRAWAL FROM THE LEAGUE.

Communicated to the Council and Members of the League.

## I. (Telegram from the Japanese Government.)

TOKIO.

March 27<sup>th</sup>, 1933.

The Japanese Government believe that the national policy of Japan, which has for its aim to ensure the peace of the Orient and thereby to contribute to the cause of peace throughout the world, is identical in spirit with the mission of the League of Nations, which is to achieve international peace and security. It has always been with pleasure, therefore, that this country has for thirteen years past, as an original member of the League, and a permanent member of its Council, extended a full measure of co-operation with her fellow members towards the attainment of its high purpose. It is indeed a matter of historical fact that Japan has continuously participated in the various activities of the League with a zeal not inferior to that exhibited by any other nation. At the same time, it is and has always been the conviction of the Japanese Government that in order to render possible the maintenance of peace in various regions of the world, it is necessary in existing circumstances to allow the operation of the Covenant of the League to vary in accordance with the actual conditions prevailing in each of those regions. Only by acting on this just and equitable principle can the League fulfil its mission and increase its influence.

Acting on this conviction, the Japanese Government, ever since the Sino-Japanese dispute was, in September, 1931, submitted to the League, have, at meetings of the League and on other occasions, continually set forward a consistent view. This was that if the League was to settle the issue fairly and equitably, and to make a real contribution to the promotion of peace in the Orient, and thus enhance its prestige, it should acquire a complete grasp of the actual conditions in this quarter of the globe and apply the Covenant of the League in accordance with these conditions. They have repeatedly emphasised and insisted upon the absolute necessity of taking into consideration the fact that China is not an organised State—that its internal conditions and external relations are characterised by extreme confusion and complexity and by many abnormal and exceptional features—and that, accordingly, the general principles and usages of international law which govern the ordinary relations between Nations are found to be considerably modified in their operation so far as China is concerned, resulting in the quite abnormal and unique international practices which actually prevail in that country.

However the majority of the members of the League evinced in the course of its deliberations during the past seventeen months a failure either to grasp these realities or else to face them and take them into proper account. Moreover, it has frequently been made manifest in these deliberations that there exist serious differences of opinion between Japan and these Powers concerning the application and even the interpretation of various international engagements and obligations, including the Covenant of the League and the principles of international law. As a result, the report adopted by the Assembly at the Special Session of 24 February last, entirely misapprehending the spirit of Japan, pervaded as it is by no other desire than the maintenance of peace in the Orient, contains gross errors both in the ascertainment of facts and in the conclusions deduced. In asserting that the action of the Japanese army at the time of the incident of 18 September and subsequently did not fall within the just limits of self-defence, the report assigned no reasons and came to an arbitrary conclusion, and in ignoring alike the state of tension which preceded, and the various aggravations which succeeded, the incident—for all of which the full responsibility is incumbent upon China—the report creates a source of fresh conflict in the political arena of the Orient. By refusing to acknowledge the actual circumstances that led to the foundation of Manchukuo, and by attempting to challenge the position taken by Japan in recognising the new State, it cuts away the ground for the stabilisation of the Far Eastern situation. Nor can the terms laid down in its recommendations—as was fully explained in the statement issued by this Government on 25 February last—ever be of any possible service in securing enduring peace in these regions.

The conclusion must be that in seeking a solution of the question the majority of the League have attached greater importance to upholding inapplicable formula than to the real task of assuring peace, and higher value to the vindication of academic theses than to the eradication of the sources of future conflict. For these reasons, and because of the profound differences of opinion existing between Japan and the majority of the League in their interpretation of the Covenant and of other treaties, the Japanese Government have been led to realise the existence of an irreconcilable divergence of views, dividing Japan and the League on policies of peace, and especially as regards the fundamental principles to be followed in the establishment of a durable peace in the Far East. The Japanese Government, believing that in these circumstances there remains no room for further co-operation, hereby give notice, in accordance with the provisions of Article I, paragraph 3, of the Covenant, of the intention of Japan to withdraw from the League of Nations.

COUNT YASUYA UCHIDA, Minister for Foreign Affairs of Japan.

## II. (Reply by the Secretary-General)

GENEVA.

March 27th, 1933.

The Secretary-General of the League of Nations has the honour to acknowledge the receipt of the telegram of the Minister of Foreign Affairs of Japan, dated the 27th March.

At the conclusion of that telegram the Japanese Government gives notice of the intention of Japan to withdraw from the League of Nations in accordance with the provisions of Article I, paragraph 3, of the Covenant, which runs as follows:

"Any Member of the League may, after two years' notice of its intention so to do, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal."

The Secretary-General will not fail to communicate immediately the telegram from the Japanese Government together with his reply to the Members of the League.

DRUMMOND, *Secretary-General*.

## ANNEX II.

The following are the conclusions of the report adopted by the Council on March 18th under paragraph 3 of Article 15 of the Covenant concerning the dispute between Colombia and Peru.

The Council reaches the following conclusions:

1. That both Parties agree:

(a) That the Treaty of March 24th, 1922, between Colombia and Peru is in force;

(b) That, in virtue of that Treaty, the territory known as the "Leticia Trapezium" forms part of the territory of the Republic of Colombia.

2. That that territory has been invaded by Peruvians, who ejected the Colombian authorities from their posts.

3. That those Peruvians have been supported by the military authorities of the Department of Loreto (Peru).

4. That a Peruvian post had been established at Tarapaca on Colombian territory, that this post was later captured by Colombian forces.

5. That the township of Leticia is still in the hands of the Peruvians.

6. That the Peruvian Minister for Foreign Affairs, in his telegram of February 17th, states that the Department of Loreto has decided to re-claim that territorial zone by occupying it on its own account.

7. That the Peruvian Minister for Foreign Affairs has stated, in his telegram of February 2nd, "that it cannot be an obligation upon Peru not to interfere with the attack on Leticia, where there are Peruvians who, voicing the sentiments of the whole Department of Loreto, have gone there to protest against the iniquity which separated them from their country of origin regardless of the will of the inhabitants of the territory that was being dismembered and of their rights as a political minority."

8. That the terms of settlement of the dispute proposed by the Council in accordance with paragraph 3 of Article 15 have been accepted by the Colombian Government and rejected by the Peruvian Government.

In view of these conclusions, and it having proved impossible to settle the dispute as provided in Article 15, paragraph 3, of the Covenant, the Council makes the following recommendations, which it deems just and proper in regard thereto:

## II. RECOMMENDATIONS WHICH THE COUNCIL DEEMS JUST AND PROPER IN REGARD TO THE DISPUTE.

The provisions hereunder constitute the recommendations made by the Council in accordance with Article 15, paragraph 4, of the Covenant:

### THE COUNCIL,

1. Seeing that the situation resulting from the presence of Peruvian forces in Colombian territory is incompatible with the principles of international law, with those of the Covenant of the League of Nations and of the Pact of Paris, which are binding on the two Parties, and to which the settlement of the dispute must conform;

And that it is necessary to establish as speedily as possible a situation in harmony with those principles;

And that, moreover, the Government of Colombia has accepted the proposals made by the Council in its telegram dated January 26th, 1933, to the effect that the strictest precautions should be taken to avoid any violation of Peruvian territory and, in proceeding to the re-establishment of order, the Colombian authorities should show the requisite moderation.

RECOMMENDS THE COMPLETE EVACUATION BY THE PERUVIAN FORCES OF THE TERRITORY CONTAINED IN THE LETICIA TRAPEZIUM, AND THE WITHDRAWAL OF ALL SUPPORT FROM THE PERUVIANS WHO HAVE OCCUPIED THAT AREA

2 Seeing that the Council has recognised the necessity for negotiations on the basis of the Treaties in force between the Parties for the purpose of discussing all the problems outstanding and the best manner of reaching a solution of them which shall be just, lasting, and satisfactory;

And that the discussion of these problems will include the examination of any legitimate Peruvian interests:

RECOMMENDS THAT THE NEGOTIATIONS BE BEGUN AND CARRIED OUT WITH ALL EXPEDITION, AS SOON AS SUITABLE MEASURES SHALL HAVE BEEN TAKEN TO CARRY OUT THE FIRST RECOMMENDATION.

\* \* \*

The Council declares that, once the two Parties have stated their intention to comply with the above recommendations, it will be ready, at the request of either Party, to lend its good offices in case of disagreement as to any point either of procedure or of substance which may arise.

\* \* \*

Each of the Parties is requested to inform the Secretary-General of the action it may take in compliance with the recommendations of this report.

\* \* \*

The Council is confident that the Members of the League of Nations will refrain from any act that might prejudice the execution or delay the application of these recommendations.

The Council recalls that, at its meeting of March 11th, 1932, the Assembly of the League of Nations declared that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty, or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

It also recalls the provisions signed at Washington on August 3rd, 1932, by nineteen American States, including Colombia and Peru, whereby the signatory States declared themselves opposed to force and renounced it both for the settlement of their differences and as an instrument of national policy in the relations between American States.

The American nations declared in the same document that they would not recognise the validity of any territorial acquisitions that might be obtained by an occupation or conquest effected by force of arms.

\* \* \*

The Secretary-General is requested to send a copy of this report to the Members of the League and the Governments of the United States of America, the United States of Brazil, Costa Rica, and Ecuador.

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THE  
MONTHLY SUMMARY  
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VOL. XIII., No. 4.

APRIL, 1933.

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XIII., No. 4.

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

April, 1933.

The outstanding events that marked the activities of the League during April were the convening of the World Monetary and Economic Conference, the resumption of work by the Disarmament Conference, and the entry into force of the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs.

The Committee of the Council for the Organisation of the Monetary and Economic Conference met in London on April 29th, and decided to summon that Conference for June 12th.

The Disarmament Conference, which had

adjourned for the Easter Holidays, resumed work on April 25th by the discussion of the new British disarmament proposals.

The requisite number of ratifications and accessions to permit of the entry into force of the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs was attained on April 10th. In accordance with its terms the Convention, which provides the League with a new and efficacious weapon in its campaign against the abuse of narcotic drugs, will become effective on July 9th, 1933.

## II.—INTERNATIONAL MONETARY AND ECONOMIC CONFERENCE.

## CONVOCATION OF THE CONFERENCE

The Committee of the Council for the organisation of the Monetary and Economic Conference met in London on April 29th, under the Chairmanship of Sir John Simon, and decided that the Conference should be convened in London on June 12th, in the building of the new Geological Museum.

The representative of the United States of America, Mr. Norman Davis, during the meeting of the Committee, said that his delegation intended, at the opening of the Conference, to ask the participating Governments to conclude an agreement, to be executed in good faith, under which they would undertake to abstain during the Conference from imposing any new customs duties or appreciably increasing existing duties, and from imposing any new restric-

tions on the import of goods or increasing the restrictions already in force, with a view to favouring their national producers as compared with producers abroad. The Governments, under the terms of this truce, would further undertake not to grant any additional subsidy, direct or indirect, for the expansion of their export industries, to apply no measure of commercial discrimination, and to take no new step to encourage dumping, etc.

The Secretary-General has drawn the attention of the Governments to this communication, and has asked them to inform him of the composition of the delegations which they intend to send to the Conference. Sixty-six States have been invited to participate in the Conference, ten of these States being non-Members of the League of Nations.

## III.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The General Commission of the Conference for the Reduction and Limitation of Armaments, in conformity with its resolution of March 27th,\* began on April 25th its consideration of the draft Convention submitted by the United Kingdom delegation and approved by the Commission as a basis of discussion.

It first examined Part I of the draft, with the amendments submitted by various delegations. The representative of the United States, Mr. Norman Davis, declared that his Government, whose endeavours had always been

directed towards co-ordinating, in favour of peace, the efforts of States Members and non-members of the League of Nations, intended later to announce in what way the United States considered it possible to be associated in this task. The Commission, on the advice of the Bureau of the Conference, accordingly decided to postpone the discussion of Part I, and to take up Part II of the draft Convention. The discussion of Part II began on April 28th.

\* \* \*

The Bureau, moreover, instructed the Special Committee of the Political Commission which is dealing with proposals relating to the definition and the establishment of facts

\* See Monthly Summary, Vol. XIII, No. 3, page 76.

concerning aggression to consider Article 6 of Part I. of the draft

\* \* \*

The Technical Committee of the Special Committee on Effectives resumed its examination of the information furnished by the delegations regarding police to be reckoned in calculations relating to effectives.

\* \* \*

A Technical Committee on Categories of Arms was appointed on the 12th April by the Com-

mittee for the Regulation of the Traffic in Arms and the Private and State Manufacture of Arms and Implements of War. It was instructed to revise the list of the categories of arms contained in the Convention of 1925. The Committee elected General Benitez (Spain) as its Chairman, and decided to begin its work by establishing the categories of arms, and subsequently to consider whether it would proceed to the establishment of special categories for prohibited arms and statistical forms

#### IV.—POLITICAL QUESTIONS.

##### I. APPEAL OF THE CHINESE GOVERNMENT

The Chinese delegation, in communications dated April 3rd and April 26th, intimated that, after the occupation of the Province of Jehol, Japanese forces advanced into the Province of Hopei, south of the Great Wall, to the east and towards the sea, in the direction of the port of Tientsin and to the west in the direction of Peiping (Peking). The Japanese forces operating in the sector reached the River Luan, about one hundred kilometres to the west of Shangkaiwan. The Chinese delegation announced in its communication of April 26th that the Chinese forces had re-occupied Lou-Long and Chien-An, to the east of the river. In the other sector the campaign continued near the Pass of Kupeikow, on the Great Wall, about a hundred kilometres to the north-east of Peiping.

\* \* \*

The Polish Government, on April 18th, announced that the Senate of the Free City of Danzig, to which, as signatory of the Paris Pact, the report adopted by the Assembly on February 24th last was forwarded, associated itself with the views expressed in that report.

##### 2. DISPUTE BETWEEN COLOMBIA AND PERU.

The Advisory Committee instructed by the Council to follow the dispute between Colombia and Peru met, at the request of the Government of Peru, on April 5th and 6th, under the chairmanship of Mr. Lester (Irish Free State).

The representative of Peru, in a communication dated March 30th, stated that Colombian forces had, on March 27th, occupied and taken the Peruvian post of Guepi, on the Upper Putumayo, about a thousand kilometres from Leticia. In these circumstances, he expressed the hope that the Advisory Committee, after examining the new situation created by the aggression of Colombia, would declare that any advance of the Colombian forces into Peruvian territory and any attempt on the part of

Colombia to re-establish its authority in Leticia would constitute an act of war against Peru

The Colombian Government, to which this communication was forwarded, replied that the garrison of Guepi had for weeks committed acts of hostility against the Colombian forces stationed on the opposite bank, and that this garrison, with the other Peruvian garrisons on the Putumayo had, in the course of recent months, been reinforced in order to prevent Colombian vessels and troops from using the river, which was the sole convenient means of communication between Colombia and the district of Leticia. On March 26th the Colombian gunboats had been attacked opposite Guepi by Peruvian forces. As a result of the engagement which followed, the Colombian troops had dislodged the assailants and occupied their positions. The Colombian Government emphasised that on the Peruvian bank of the Putumayo there was no population, but only a few posts which had been reinforced since September, 1932, and which were serving as a Peruvian military air base.

The Advisory Committee, after having examined these communications, heard the oral explanations of the representatives of the parties.

M. Garcia Calderon (Peru) affirmed that his Government, in conformity with Article 8 of the Treaty of 1922 between Colombia and Peru, intended to respect the free passage of Colombian vessels, military or otherwise, on the Putumayo

M. Santos (Colombia) said that his Government had no territorial designs on Peruvian territory, and that it would evacuate Guepi as soon as the district of Leticia was abandoned by the Peruvian forces

The Committee, after a discussion, felt that it was possible to make still further efforts to effect, with the co-operation of the parties, a rapid application of the recommendations of the Council of March 18th. The Committee, in



these circumstances, instructed its Chairman to follow the progress of the affair, keeping in touch with the parties and with those members of the Committee who were able to supply him with useful information.

## V.—SOCIAL AND HUMANITARIAN QUESTIONS.

### 1. TRAFFIC IN OPIUM.

#### *Entry into Force of the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs.*

The number of ratifications necessary for the entry into force of this Convention was reached on April 10th, 1933, and the Convention will come into force, in conformity with the provisions of Article 30, ninety days after that date, namely, on July 9th, 1933. The time limit had been fixed for July 13th, 1933.

Article 30 provides that the number of ratifications or accessions necessary for the application of the Convention should be twenty-five, including four of the following States: Germany, the United States, France, the United Kingdom, Japan, the Netherlands, Switzerland and Turkey.

Among the countries whose ratifications or accessions reached the Secretariat by April 10th, the following six countries mentioned in Article 30 were included: Germany, the United States, France, the United Kingdom, Switzerland and Turkey.

On April 20th, thirty-five countries had notified their ratification or accession: Belgium, Brazil, Bulgaria, Canada, Chile, Costa Rica, Cuba, Czechoslovakia, the Free City of Danzig, the Dominican Republic, Egypt, France, Germany, Great Britain, Hungary, India, Ireland, Italy, Lithuania, Mexico, Monaco, Nicaragua, Peru, Persia, Poland, Portugal, Roumania, Salvador, Soudan, Spain, Sweden, Switzerland, Turkey, the United States, and Uruguay.

The Secretary-General has been informed by the Governments of Guatemala and Haiti that their respective Governments have approved their ratification or accession, and that the necessary instruments will be communicated later.

The total number of ratifications or accessions thus stands at thirty-seven.

The entry into force of the Convention of 1931 will provide the League of Nations and the Governments with a new and more effective weapon in the campaign against the abuse of narcotics. It will enable the manufacture of drugs to be limited in future to the quantities

The Committee further instructed its Chairman to convene the Committee when he thought it useful to do so, and in any case before the meeting of the Council session in May.

required for the medical and scientific needs of the world. It marks not only a decisive stage in the campaign against the drug traffic, but an entirely new departure in international co-operation. For the first time, manufacture is subordinated in the economic field to superior humanitarian and moral considerations.

### 2. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

The Advisory Commission for the Protection and Welfare of Children and Young People held its twelfth session at Geneva from March 27th to April 8th, 1933.\*

The Commission, after examining the report of the Commission of Inquiry on the Traffic in Women and Children in the East, in plenary session, and discussing its reorganisation and the publicity to be given to its work, divided into its two constituent Committees, dealing respectively with child welfare and traffic in women and children.

#### (a) *Work of the Commission.*

1. *Inquiry into the Traffic in Women and Children in the East*.—The Commission noted the report of the Commission of Inquiry into the Traffic in Women and Children in the East. Chronologically this inquiry was a sequel to the inquiry undertaken a few years ago in the countries of Europe and of North and South America.

The Commission during its visit to the East noted the existence of an international traffic in women and young girls of Eastern race. The number of women and young girls who were victims of the traffic was, as a whole, considerable. The greater proportion of the traffic was from one Asiatic country to another. European women, however, were also victims of the traffic in the Far East. It was noted, in particular, that Russian women who, during the revolution, had taken refuge in Asia, had there been driven to prostitution.

The Report of the Commission of Inquiry, after analysing in detail the way in which the

\* See Monthly Summary, Vol. XIII, No. 3, page 81.

women became involved in the traffic, concluded with the following recommendations:

1. The appointment of central authorities in China and Persia and a closer co-operation and a more active exchange of information between central authorities throughout the East;

2. The appointment of a larger number of women officials, particularly in cases where the victims of the traffic on whose behalf the officials were employed distrusted men officials, who could only with difficulty secure their confidence;

3. The adoption of a more constructive policy in respect of the immigration of minors, victims of the traffic, so that in the efforts made to counter the designs of the criminals the vital interests of the child might not be disregarded.

4. Closer co-operation between Chinese officials and the authorities in the various foreign concessions in China;

5. Preventive measures in regard to the Russian women;

6. The abolition of licensed houses;

7. Co-operation between the authorities, missions and private organisations.

The Advisory Commission, during its discussion of the Report, emphasised on various occasions the close connection existing between the traffic in women and the existence of licensed houses in the Far East. In the opinion of the Commission, one of the best ways of checking the development of the traffic would be to encourage the abolition of the system of regulation. It has, accordingly, asked the Secretariat to prepare for its next session a report on the more recent modifications made in the system of licensed houses and the results achieved in countries where licensed houses have been suppressed, particularly in cosmopolitan centres, seaports and garrison towns. Further, it asked the Secretariat to invite the various international organisations actively concerned in the countries of the East to furnish information and co-operate in the campaign against the traffic.

The Advisory Commission considered that the publication of the Report of the Commission of Inquiry was of great importance for the social work of the League, and expressed its gratitude to the American Bureau of Social Hygiene of New York, which supplied the necessary funds for the inquiry.

2. *Re-organisation of the Commission.*—The Commission dealt with its re-organisation and programme of work. It framed, in regard to this subject, various recommendations which it has forwarded to the Council. In particular, it proposes the maintenance of the two com-

mittees for child welfare and for traffic in women, but asks that these Committees should be constituted in such a way as to ensure a better representation of non-European countries. It further suggests that certain modifications may be made from time to time in the composition of the Committees. In order to facilitate these modifications, it proposes that the term of office of the members of the Committees should be fixed at five years.

3. *Publicity.*—The Commission discussed the possibilities of securing a wider publicity for its work. It asked its members and assessors to support it in this attempt by giving lectures and approaching editors of reviews and technical journals used by persons dealing professionally with social questions.

#### (b) *Work of the Committee on the Traffic in Women and Children.*

The Committee examined the annual reports of the Governments and the reports of the following international organisations represented on the Committee: *Association catholique internationale des œuvres de protection de la jeune fille*, Jewish Association for the Protection of Girls and Women, International Bureau for the Suppression of the Traffic in Women and Children, *Fédération internationale des Amies de la Jeune Fille*, Women's International Organisations, *Union internationale des Ligues féminines catholiques*.

The reports of these Organisations deal with practical problems arising in connection with the traffic, such as immigration, the influence of unemployment on prostitution, the use of women police, the moral effect of certain kinds of fiction and cinema films.

1. *Ratification of Conventions.*—The Committee noted the ratification by Persia, Egypt, the Soudan and Mexico of the Convention of 1921 for the Suppression of the Traffic in Women and Children, and the constitution by the Turkish Government of a special commission to consider the advisability of certain changes in the legislation at present in force in that country with a view to bringing it into harmony with the Conventions of the League.

2. *Suppression of the Age-Limit.*—The Assembly, in October, 1932, expressed the view that the traffic in women is always, in all circumstances, a profoundly immoral and anti-social act, which should be punished even though the victims had passed the age of consent. The Committee, in order to give effect to this recommendation, endeavoured to frame a new text amending, in the sense of the recommendation of the Assembly, the Conventions of 1910

and 1921 by suppressing the age-limit fixed at 21 years. It adopted, on the proposal of the French delegation, a resolution recommending a clause in the following terms:

"Any person who, in order to gratify the passions of another, has procured, enticed or led away a woman or girl over age, even with her consent, for immoral purposes in a foreign country, shall also be punished."

This text did not, in the opinion of certain members of the Committee, go sufficiently far, in view of the fact that it applied only to the international traffic. The Committee, however, recognised that it constituted a step in advance and left the door open for further progress.

3. *Penalties to be Inflicted on Souteneurs*.—The question of penalties to be inflicted on *souteneurs* raised various difficulties. All national legislations were not in agreement as to the definition of this offence. The Committee, therefore, decided to continue the study of the question.

#### (c) *Work of the Child Welfare Committee*

1. *Education of Blind Children*.—The Committee considered a report from the delegate of Denmark emphasising the importance of beginning the education of blind children at the earliest possible moment by the establishment of special schools where special technical instruction would be given. The Committee considered that further information was necessary, and asked its Sub-Committee on Blind Children to collect the necessary data.

2. *Films for the Education and Amusement of Children*.—The question of the production of films for the education and amusement of children was discussed in the Committee, which considered that there was at present a dearth not only of educational films but also of films for the amusement of children. It noted, on the other hand, that there was an abundance of literature for children which might be exploited for the purpose of the cinema. It, therefore, asked the Secretariat to study this possibility and to submit a report next year. The Committee hoped, on the basis of this information, to secure the assistance of the International Educational Cinematographic

Institute with a view to encouraging the production of films for children.

3. *Illegitimate Children*.—The Committee noted that certain countries had endeavoured to attenuate the disadvantages arising from illegitimacy by establishing an abridged form of birth certificate and other official documents, in order that the illegitimate origin of certain children might not become a matter of public knowledge. It considered that such a procedure might be extended with advantage, and it asked the Council to invite the Governments' Members of the League of Nations to consider the possibility of authorising the issue of abridged birth certificates and other official documents which would make no reference to illegitimacy, and would be regarded as adequate in all cases where information regarding parentage was unnecessary.

4. *Effects of the Crisis and of Unemployment on Young People*.—The Committee, during its discussions, considered the effects of the economic crisis and unemployment on children and young people. It dealt first with the situation of children growing up in homes in which the father was out of work over long periods. It is of opinion that these children suffer not only from the hardships and privations occasioned by poverty, but are at the same time victims of a moral depression resulting from a decrease in the authority of the parents and an increase in the instability of the family.

Further, the Committee considered the case of young people who have completed their education during the last three years, the most acute period of the crisis. It expressed the view that the moral effects of unemployment were much more serious for these young people than for the adult workers. It accordingly considered that action was necessary, and appealed to the philanthropic associations to forward to the Secretariat the results of their inquiries, indicating any special measure which might be devised as a remedy for the situation. It asked the International Labour Office to keep it informed of any efforts made in this field, and asked the Secretariat to prepare a summary of the information supplied and the suggestions received.

## VI.—TECHNICAL ORGANISATIONS.

### I. ECONOMIC AND FINANCIAL ORGANISATION

#### (a) *Meeting of the Financial Committee.*

The Financial Committee met on April 24th, under the Chairmanship of M. Albert Janssen

(Belgium), and was still in session at the end of the month.

The Committee was required to consider the financial situation in Austria, Greece, Hungary, and Bulgaria; the execution of the agreement

under which the Roumanian Government will receive technical assistance, and the service of the state loans issued under the auspices of the League of Nations. Details with regard to these various questions will be given in the next number of the *Monthly Summary*.

The following members attended the session of the Committee:—M. Dayras (France), M. Kemper (Germany), M. Shimasuye (Japan), Sir Henry Strakosch (Union of South Africa), M. Ter Meulen (Netherlands), M. Tumedi (Italy), M. Mlynarski (Poland), M. Pospisil (Czechoslovakia), M. Rygg (Norway), together with the representatives of the Austrian, Bulgarian, Greek, and Hungarian Governments, who participated in the discussions on questions of interest to their respective countries.

(b) *Meeting of the Sub-Committee of the Fiscal Committee on the Allocation of Profits for Purposes of Taxation.*

The Sub-Committee instructed by the Fiscal Committee to study the problem of the allocation of profits for purposes of taxation, which has been working in several countries, held a session in New York and at Washington, at the invitation of the American Section of the International Chamber of Commerce, from March 17th to March 30th, 1933.

Professor Dorn, Chairman of the Fiscal Committee, presided over the meetings in the absence of M. Borduge, Chairman of the Sub-Committee.

The Sub-Committee noted the results of the inquiry conducted in more than thirty countries in various parts of the world by Mr. Mitchell B. Carroll. After hearing several representatives of the principal branches of industry and international commerce, the Sub-Committee framed draft recommendations with a view to avoiding as far as possible double taxation on industrial and commercial profits. These recommendations, based on practical conclusions reached as the result of the inquiries conducted

by Mr. Carroll, will be submitted to the Fiscal Committee for discussion. The Fiscal Committee will meet at Geneva in June.

The Sub-Committee was received at the White House by Mr. Roosevelt, President of the United States.

## 2. COMMUNICATIONS AND TRANSIT.

### *Technical Co-operation with the Siamese Government*

The Siamese Government, in a letter dated February 23rd, 1933, requested the technical advice of experts of the Communications and Transit Organisation on the question of improving the approaches to the harbour of Bangkok and the equipment of the harbour. The Chairman of the Transit Committee entrusted the consideration of this request to a Committee of experts specially appointed for the purpose. The Committee of experts consisted of: Mr. A. T. Coope (British), consulting engineer and expert of the Communications and Transit Organisation, Mr. G. P. Nijhoff (Netherlands), consulting engineer, rapporteur of the Committee of Inquiry into Public Works and National Equipment of the Communications and Transit Organisation; Mr. P. H. Watier (French), Director of Navigable Waterways and Maritime Ports at the Ministry of Public Works, member of the Committee on Ports and Maritime Navigation of the Communications and Transit Organisation.

The Committee held its first meeting at Geneva on April 3rd and 4th. It drew up a list of supplementary technical and economic information which it considered to be useful with a view to establishing its report at a later date. Further, it noted the steps which would be necessary with a view to the organisation of the inquiry on the spot which has been entrusted to one of the members of the Committee, M. Nijhoff, who will visit Siam during the month of June.

## VII.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL BUREAUX.

### MEETING OF THE EXECUTIVE COMMITTEE ON INTELLECTUAL CO-OPERATION.

The Executive Committee, which ensures continuity in the activities of the International Committee on Intellectual Co-operation, met at Paris from April 11th to 13th, under the chairmanship of Madame Curie-Słodowska. It noted the work done by the Institute of Intellectual Co-operation since its last session, and drew up the programme of future meetings of the

Committee on Intellectual Co-operation and its various organs.

#### (a) *Work of the Institute.*

1. *Mission to Europe of Educational Experts from China*—The Director of the Institute gave the Committee details regarding the mission to Europe of educational experts from China.

The Chinese Government, in conformity with a recommendation of experts appointed by the

League of Nations, has sent to Europe a mission of educational experts. The mission reached Europe at the end of August, 1932, and returned to China in February, 1933. The mission came to Europe in order to study public education in the various European countries with a view to the reorganisation of public education in China. The general preparation of the study tour of the mission was entrusted to the Institute.

The mission began its inquiry in Poland, where it remained from September 3rd to September 28th, and visited the primary schools of the capital and of the large and small towns and rural communes. It also visited several university faculties and institutes, more particularly those dealing with the exact and applied sciences.

From Poland the mission proceeded to Germany, where it stayed from October 1st to November 8th, except for an interval between October 4th and 11th, when it paid a visit to Denmark. The mission, during its stay in Germany, studied the organisation of small autonomous educational bodies, particularly at Lubeck and Hamburg. It visited schools of horticulture, vocational schools and handicraft schools, elementary schools and modern secondary schools, mining, engineering and health schools, etc. Lectures were organised with a view to explaining the system of administration of public education in the various German states and the organisation of the administrative services.

From Germany the mission went to France, where it remained from November 10th to December 5th. It visited various institutions, particularly the elementary and primary schools and the maternity schools of Suresnes, the superior primary schools of Paul Bert and Jean-Baptiste Say, the Estienne and Boulle schools, a practical school for young girls at Paris, a rural school with a single class at Montigny, the school colony of Gentilly, various secondary and training schools, schools for arts and crafts, horticulture, agriculture and pottery, higher electricity schools, the national school for waterways and forests, chemical schools, and various university institutes and laboratories.

From France the mission passed to England, where it remained until the end of December. It visited the universities of Oxford and Cambridge, and Eton College. The mission studied at the Board of Education the central system of public education subject to the Board. It also studied the organisation of the chair of agriculture at the new university of Reading, the Imperial College, the London

School of Economics, maternity schools, elementary and secondary schools, and various special schools such as schools for backward children.

On leaving England the mission visited Italy, where it remained for a fortnight. The programme drawn up for the mission included not only visits to school establishments, but a summary examination of the artistic treasures of the past and of the educational and political institutions of the new Italy, acquaintance with which seemed essential to an understanding of the system of public education. The mission visited the Polytechnic University of Milan, several primary schools, including a new school whose teaching is based on the Pizzigoni method, various scientific research institutes, rural schools, architectural schools, schools for agriculture and commerce, etc.

The mission then went to Vienna, where the Federal Ministry of Public Education in the city of Vienna endeavoured, in the space of a single week, to introduce the experts to the post-war educational institutions for which the Austrian capital is celebrated, and to show them several primary and superior schools.

The last stage in the tour of the mission in Europe was Moscow, which the experts visited at the beginning of February upon the invitation of the Soviet Government.

2. *Publications of the Institute*.—The Director of the Institute submitted to the Executive Committee the most recent publications of the Institute and, in particular, two volumes of correspondence, one entitled "A League of Minds" (*Pour Une Société des Esprits*), and containing an exchange of letters between Messrs Henri Focillon, Salvador de Madariaga, Gilbert Murray, Miguel Ozorio de Almeida, Alfonso Reyes, Essai Yuan Pei, Paul Valéry, and the second entitled "Why War?" (*Pourquoi la Guerre*), containing correspondence between M. M. Albert Einstein and M. Sigmund Freud.

It will be remembered that in 1930 the Committee on Intellectual Co-operation decided, on the proposal of M. Paul Valéry and M. Salvador de Madariaga, to organise a correspondence between qualified representatives of the intellectual world, and that the Committee asked the Institute on Intellectual Co-operation to arrange for the publication of this correspondence.

The introduction to the first volume contains the following explanations:—

"The League of Nations, in inviting thinking men to consult one another and exchange their views on the great problems of intellectual life and upon intellectual activities in the present and

in the future, is fulfilling one of its essential tasks. It is difficult for the League to act effectively as a uniting influence between nations both in principle and as a concrete organisation without the assistance of these distinguished men. Moreover, any effort in the political field with a view to substituting the rules of reason for combinations dictated by interest or for the disorder created by the passions of mankind is destined to failure or uncertainty unless it is based upon a fundamental agreement between men of good intelligence. The League of Nations does not aim at promoting a further series of academic discussions. It hopes to be able to group around it those who are most capable of enlightening the universal conscience and of deriving mutual instruction from one another, particularly at a time of special gravity in the history of the world. It has never hoped to establish between men's minds anything in the nature of unity or uniformity. Such a consummation is not to be wished. It is well that ideas should differ between men according to their religions, ages, conditions, and environment, and there is more than one way of forming an opinion. Variety is, in fact, a natural and essential condition to vitality. It is nevertheless of extreme importance that these valuable divergencies of outlook should not develop into obstacles between men and nations, that they should not become too hard and definite in isolation, and that they should not be mutually unintelligible. The League of Nations presumes a league which shall extend to things of the mind."

The Institute, moreover, has just published the results of its inquiry into the general problem of the use of wireless for educational purposes. This work deals with the use of wireless in primary and secondary education and in higher education. It contains studies made on behalf of the Institute of Intellectual Co-operation by educational experts and organisers of broadcasting in twenty-five countries.

The Director of the Institute has informed the Executive Committee of the results obtained by the meetings of experts which have taken place during the last few months \*

#### (b) Programme of Future Work.

The Executive Committee has decided that the fifteenth session of the International Committee on Intellectual Co-operation shall meet on July 17th. It will be preceded by a meeting of the Sub-Committee of Experts for the Instruction of Youth. The representatives of the National Committees on Intellectual Co-operation of Bulgaria, Hungary, Denmark, Lithuania and Poland will be invited to be present at the meetings of the Commission.

The Executive Committee, with reference to the discussion on the future of civilisation,

which is to take place at Madrid at the beginning of next May, has noted the provisions approved by the Spanish Government, which has generously invited the representatives of the Committee on Arts and Letters and numerous other participants in this event. The discussions are modelled upon those which took place at Frankfurt.†

The Executive Committee considered a proposal of the British Government, submitted by the Council of the League, for the creation of an International Committee of Architects under the auspices of the League of Nations ‡. The Committee accepted in principle the task entrusted to the Intellectual Co-operation Organisation, but stipulated that its decision should be ratified by the Committee on Intellectual Co-operation. Meanwhile the Secretariat of the League of Nations and the Institute are making a legal study of the constitutional and administrative provisions which would have to be contemplated.

The Executive Committee, moreover, has noted the recommendations made by the Organisation of P E N Clubs for the institution of an international prize for literature under the auspices of the League of Nations, and the free international circulation of literary works. The Executive Committee, in considering the first of these questions, while leaving the decision to the Committee on Intellectual Co-operation, considers that an initiative of this kind would raise numerous difficulties for the League of Nations of a constitutional and budgetary character.

With reference to the second point, the Executive Committee, noting that the free circulation of literary works, such as those dealing with scientific and technical subjects, had already been considered by the Assembly and the Intellectual Co-operation Organisation, recommended the Institute, with a view to facilitating the discussions of the Committee on Intellectual Co-operation, to collect the necessary data in regard to the customs tariffs applied to books in the principal European countries.

#### 2 INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW. MEETING OF THE GOVERNING BODY

The Governing Body of the International Institute for the Unification of Private Law

† See Monthly Summary, Vol. XII, No. 5, page 156.

‡ See Monthly Summary, Vol. XIII, No. 2, page 40.

\* See Monthly Summary, Vol. XIII, No. 2, page 40, and No. 3, page 80.

met on April 17th in Rome at the Villa Aldobrandini, the seat of the Institute. M. Vittorio Scialoja was in the Chair.

The Governing Body, after approving the budget for 1932-33, considered the question of the term of office of its members. It then examined the report of the Secretariat on the work of the Institute during 1932. The Institute had dealt with the following questions: arbitration in private cases, assurances, exchanges, courses, intellectual rights, the responsibility of hotel keepers, letters of credit, sale of goods. Special attention had been given to the questions of sales and arbitration.

The Governing Body, before concluding its work, appointed the permanent committee of the Institute, renewing for this purpose the term of office of the present members of the Committee. It decided, moreover, to participate in the tributes to be paid to M. Scialoja, devoting the sum of ten thousand lire for the establishment of a fellowship.

The following took part in the meeting: M. Antoniadu (Roumania), M. Capitant (France), M. Desfrée (Belgium), M. Loder (Netherlands), M. Matsushima (Japan), M. Rabel (Germany), M. Rundstein (Poland), in their capacity as members of the Governing Body; M. Pilotti, representing the Secretariat of the League of Nations, M. Cabrin, representing the International Labour Office, M. Weiss, representing the International Institute of Intellectual Co-operation; M. David and M. Ficker, Assistant Secretaries-General of the Institute.

## VIII.—ADMINISTRATIVE QUESTIONS.

### 1. FREE CITY OF DANTZIG: REVISION OF THE WARSAW AGREEMENT OF 1921.

A Committee met in London towards the end of April to examine proposals submitted by the Polish Government and the Free City of Danzig for the revision of the Warsaw Agreement of October 24th, 1921. Under Article 241 the Agreement was made subject to revision after a period of ten years, at the request of either of the parties.

The proposals of the parties referred to chapters of the Convention dealing with nationality, customs and postal questions.

The Committee consisted of M. Carr (United Kingdom), M. Calmes (Luxembourg) and M. Soubotitch (Yugoslavia). Mr. Rosting, High

### 3. INTERNATIONAL MUSEUMS OFFICE

#### *Preservation of Paintings*

With a view to carrying into effect the recommendation made by the International Conference of Rome in 1930, a meeting of experts was held recently in Paris at the Institute of Intellectual Co-operation in order to consider the various aspects of the problem of the preservation of paintings. It was understood that the necessary measures would be entrusted to the International Museums Office.

The experts drew special attention to the question of the galleries where the pictures were exhibited (heating, ventilation, &c.). Experiments will be made by the International Museums Office, assisted by the International Refrigeration Institute, to determine the atmospheric conditions most favourable to the preservation of paintings in museums.

The experts also considered the establishment of a general scheme for a handbook dealing with the question of the preservation of paintings for the use of directors of museums and art collectors. This handbook, which will be a publication of the Institute of Intellectual Co-operation, will include the following chapters: (a) general considerations concerning the preservation of paintings, (b) atmospheric conditions in picture galleries, (c) normal care of paintings, (d) treatment of deterioration and the technical processes of restoration. A special chapter will be devoted to the application of the physical and chemical sciences to paintings, and attention will be drawn to the limits within which such practices should be confined, and the necessity of securing the co-operation of persons acquainted with the history of art.

Commissioner of the League of Nations at Danzig, attended the meetings of the Committee.

### 2. ANNUAL REPORT OF THE STRAITS COMMISSION.

The Straits Commission, set up under the Convention signed at Lausanne in 1923, forwarded its report for the year 1932 to the Secretary-General of the League of Nations.

The Report is divided into three parts. The first deals with the work of the Commission during the year 1932, the second gives information on the conditions at present regulating the passage of ships through the Straits, the third contains documentary annexes.

The first part of the Report affords information on the work of the Commission in general.

on its budget, on the naval forces in the Black Sea (of which the most important are those of the Union of Socialist Soviet Republics), on the passage of foreign warships through the Straits in 1932, on the prohibited zones, on the health regulations in force for the Straits. As regards the health regulations the Commission maintains the conclusions embodied in its previous Reports regarding the visiting of vessels crossing the Straits in transit and the health charges which are levied in respect of these vessels. It considers that these charges are in contradiction with the provisions of the Annexes to the Straits Convention. It draws attention, moreover, to changes made in the health regulations in 1932, and publishes all the circulars of the Turkish health authorities which relate to navigation.

The Commission then gives information on the life saving services and the reduction of the charges levied in respect of them. It mentions the establishment of three new sirens to be worked in time of fog.

The Commission is of opinion that the installation of wireless lighthouses at the entrance to the Bosphorus would be of great use to navigation, and proposes to renew its representations to the competent Turkish authorities with a view to their establishment.

The Commission, in reference to the salvaging of foundered ships, states that the Turkish Government has agreed to the formation of a new company which will enjoy a monopoly in the Bosphorus, the Dardanelles and a part of the entrance to the Straits, the two coasts of the Black Sea and the Aegean Sea. The fleet of the new company will begin with six steam life-boats, equipped with all modern devices.

The second part contains information on the conditions governing passage through the Straits, which apply to warships which are in transit or which touch land in the Straits, to aircraft in transit or aircraft proceeding to Turkish territory by way of the Straits, to merchant vessels which are in transit or which touch land in the Straits, to commercial aircraft in transit or proceeding to a destination within Turkish territory by way of the Straits.

The Commission, in the third part of the Report, in addition to sketches of the Straits, the ports of Istamboul and the Bay of Buyuk-Déré, publishes the regulations governing the admission of foreign warships to Turkey, the regulations in force in the port of Istamboul; regulations applying to air navigation in Turkey; particulars of the taxes applicable to ships in the region of the Straits, regulations upon pilotage, towage and signals.

Among the other documents is a schedule showing the movement of merchant vessels within the Straits in 1932. This schedule shows the relative importance of the maritime traffic of the various countries, the movement of the Turkish merchant marine being excepted. It appears from this schedule that there was a slight decrease of traffic in 1932 as compared with 1931, the year in which the greatest amount of traffic has been so far registered. In 1932 the figures show a total tonnage of 17,514,641, in comparison with a tonnage for 1931 slightly in excess of 19,000,000.

The following table shows the relative dimensions of the merchant traffic through the Straits, arranged according to flags:

Flag	Net registered tonnage			
Italian .. ..	..	..	..	4,230,477
British .. ..	..	..	..	2,647,770
Greek .. ..	..	..	..	2,469,396
Norwegian ..	..	..	..	2,104,843
French .. ..	..	..	..	1,011,056
Russian .. ..	..	..	..	752,340
Danish .. ..	..	..	..	684,709
Roumanian ..	..	..	..	643,038
German .. ..	..	..	..	619,064
Netherlands ..	..	..	..	503,676
Spanish .. ..	..	..	..	480,691
Swedish .. ..	..	..	..	358,102
Belgian .. ..	..	..	..	302,930
American .. ..	..	..	..	196,717
etc., etc				

## IX.—INTERNAL ORGANISATION QUESTIONS.

### *Meeting of the Supervisory Commission*

The Supervisory Commission met at Geneva on April 26th, under the chairmanship of M. Osusky, to examine the budget of the League of Nations for the year 1934, the accounts for the financial period 1932, and various admini-

strative questions referred to it by the last Assembly.

There took part in the work of the Commission Messrs. Osusky, Reveillaud, Lord Meston of Agra, Hambro, Farra-Pérez, Otthik, together with M. Ceresa, the Auditor of League Accounts,



## X.—LEGAL AND CONSTITUTIONAL QUESTIONS.

## INTERNATIONAL ENGAGEMENTS

*Registration of Treaties.*

Among the treaties and international agreements registered with the League Secretariat during April are the following.

A Treaty of friendship between Afghanistan and Estonia (Tahinn, December 6th, 1930), presented by Estonia

A Convention between Belgium and the Netherlands (The Hague, October 16th, 1931) concerning the assimilation of their subjects as regards the application of the legislation of the two countries on old age invalidity insurance, and as regards the regulation of the consequences, to their subjects, of the simultaneous operation of the legislations of the two countries, presented by the Netherlands

A Convention between Belgium and Lithuania, addition to the Treaty of May 17th, 1927, extending to the Belgian Congo and to the

territories of Ruanda-Urundi the application of that treaty and of the Final Protocol and Additional Protocol (Kaunas, June 16th, 1932), presented by both Governments

An Agreement between Greece and Italy for the reciprocal exemption from income tax of certain profits accruing from the business of shipping (Athens, January 15th, 1932), presented by both Governments.

An Exchange of Notes between Austria and Norway concerning a Clearing Agreement between the two countries, presented by Norway.

An Exchange of Notes between Egypt and the Irish Free State constituting a provisional commercial agreement, presented by the Irish Free State

A Protocol between Germany and Norway (Berlin, January 9th, 1933) relating to commercial contracts between the two countries, presented by Norway

## XI.—FORTHCOMING EVENTS.

May 15th.—Advisory Committee on Traffic in Opium, Geneva.

May 15th.—Economic Committee, Geneva

May 16th.—Committee to Study the existing System of Elections to the Council, Geneva.

May 22nd.—Seventy-second Session of the Council, Geneva

May 29th.—Permanent Committee on Road Traffic, Geneva

June 12th.—Economic and Monetary Conference, London.

June 15th.—Fiscal Committee, Geneva.

June 19th.—Permanent Mandates Commission, Geneva.

July 3rd.—Advisory Committee of Film Producers, Geneva.

July 5th.—Conference of Government Delegates to examine the Draft Convention on Educational Films, Geneva.

July 10th.—Delegation of the Sub-Committee of Experts for the Instruction of Youth, Geneva.

July 17th.—Committee on Intellectual Cooperation, Geneva.

September 4th.—Fourteenth (ordinary) Session of the Assembly of the League of Nations, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## I. SESSIONS OF THE COURT.

On April 5th, 1933, following the delivery of judgment in the case concerning the legal status of certain parts of Eastern Greenland, the 26th (extraordinary) session of the Court was declared closed.

Furthermore, the 27th (ordinary) session which opened on February 1st, 1933, was terminated by an order made by the President on April 19th, 1933.

## 2. THE CASE CONCERNING THE LEGAL STATUS OF CERTAIN PARTS OF EASTERN GREENLAND (DENMARK *v* NORWAY).†

(a) On April 5th, 1933, the Court delivered judgment in the case concerning the legal status of certain parts of Eastern Greenland.

By 12 votes to 2, the Court gave judgment in accordance with the submissions of the Danish Government, and rejected the opposing submissions of the Norwegian Government. Of the two dissenting judges one—M. Anzilotti, titular judge—arrives at the same conclusion as the Court, though for different reasons, whilst the other—M. Vogt, judge *ad hoc*—holds that the Danish claim should be rejected. Two judges, MM. Schücking and Wang, titular judges, whilst concurring in the judgment, have appended thereto some brief observations.

Each party is to bear its own costs.

The statement of fact and of law upon which the Court's decision is based may be summarised as follows:

(b) (1) After some geographical data with regard to Greenland as a whole and the territory forming the subject of the present suit in particular, the Court recalls that the island of Greenland was discovered about A.D. 900, and that, a century later, Nordic settlements were founded there which in the thirteenth century became tributary to the King of Norway, but disappeared before 1500. It goes on to recall that this disappearance did not put an end to the pretensions of the King—who had meantime become King of Denmark and Norway—to the sovereignty over Greenland, and to describe how, more especially in the seventeenth century, these pretensions were acted upon and, to some extent, recognised. Lastly the Court recalls how, in 1721, Hans Egede founded new colonies in Greenland, and how, subsequently, the King

promulgated a series of decrees and granted several successive concessions in respect either of the colonies founded on the west coast of Greenland or of the country without any specification of limits.

Under the Treaty of Kiel of 1814, the King of Denmark ceded to Sweden the kingdom of Norway, excluding, however, Greenland, the Faroe Isles and Iceland.

(2) After the beginning of the nineteenth century, Greenland was entirely explored; the Court alludes to the part played by Denmark in these discoveries.

It also recalls that during the nineteenth century a fresh Danish colony was founded on the east coast (Angmagssalik)—in 1925 a settlement was also established further to the north on the same coast (Scoresby Sund)—and that at the beginning of the twentieth century Denmark enacted legislation covering the whole of Greenland. Again, in the same connection, the Court recalls that, since the beginning of the nineteenth century, it has been the practice of the Danish Government to insert in treaties concluded by it a stipulation excepting Greenland from the operation of the treaty.

Some data regarding Danish and Norwegian hunting operations in the territory in dispute at the beginning of the twentieth century conclude this part of the statement of facts.

(3) At the beginning of the next part it is recalled that whilst the Danish Government acted on the assumption that Danish sovereignty extended to the whole of Greenland, private persons sometimes expressed a fear that some foreign State might permanently occupy territories in Greenland which Denmark had not effectively occupied. It is in the light of these conflicting views that the Court considers the steps taken by the Danish Government between 1915 and 1921 to obtain recognition of its sovereignty over all Greenland by the interested Powers.

The Danish Government first approached the United States, who, in 1916, gave a favourable answer. In 1919 a verbal request to the same effect was addressed to Mr. Ihlen, the Norwegian Minister for Foreign Affairs, the answer made verbally by the latter—this is the "Ihlen declaration" so often mentioned in this case—was favourable: "the Norwegian Government would not make any difficulties in the settlement of this question." In the following year Denmark approached the British, French, Italian, and Japanese Governments' their

\* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, 1933, Vol. XIII, No. 2, page 43.

replies satisfied the Danish Government, lastly, at the beginning of 1921, it approached the Swedish Government—which made no difficulty—and the Norwegian Government.

The latter was not prepared to adopt the same attitude unless it received certain safeguards for the liberty of hunting and fishing which Norwegians had enjoyed in Eastern Greenland. Confronted with this opposition, the Danish Government declared that it would rest content with the "Ihlen Declaration," and issued a decree closing the whole of Greenland. Diplomatic correspondence ensued which, in 1923, led to the appointment of delegations by both countries to negotiate on the question of Greenland.

These negotiations resulted in the conclusion of the Convention of July 9th, 1924, respecting the east coast, this Convention only deals with certain practical questions, and by notes exchanged the same day the two Governments reserved their "opinion on questions of principle concerning Greenland"—i.e., questions concerning the international status of the country (Danish sovereignty or *terra nullius*). By agreements concluded in 1925 between Denmark and France and Great Britain respectively, the advantages granted by the Convention to Norwegians were extended to French and British nationals.

(4) The last part of the statement of facts tells of the immediate origin of the conflict: the conferring of police powers in Eastern Greenland, in 1930, on certain Norwegian nationals, and the putting into execution in the same year of the Danish "three years' plan" for research in Eastern Greenland. The two countries at first inclined towards an amicable solution of the difficulties provoked by these measures; next, the possibility of submitting the dispute to the Court, by agreement, was considered; finally, the unofficial occupation of Eirik-Rådes-Land, proclaimed by M. Devold at the end of June, 1931, followed, on July 10th, by the Norwegian Government's official proclamation of occupation, called forth the unilateral application by which the Danish Government, founding itself on the "Optional Clause" of Article 36 of the Statute, submitted the question to the Court.

(5) In its statement of the law, the Court begins by pointing out that the Danish submission is founded on the contention that the area occupied was, at the time of the occupation, subject to Danish sovereignty: that, as this area was part of Greenland, and as Danish sovereignty existed over all Greenland, the said area could not be occupied by another Power.

In support of this contention the Danish Government advances two main propositions. (a) the uncontested enjoyment, for a long time past, of sovereignty over all Greenland, (b) the recognition of that sovereignty by Norway. The Danish Government also relies on the Ihlen Declaration, which it regards as debarring Norway from proceeding to any occupation of territory in Greenland, and on certain other undertakings by Norway.

On the other hand, the Norwegian Government submits that, as the territory occupied in 1931 lies outside the limits of the Danish colonies in Greenland, it was a *terra nullius*; and that, in view of Denmark's overtures to the Powers in 1915-1921, she is now estopped from alleging a long-established sovereignty, extending over the whole country.

(1) The Court observes that the first of the main Danish arguments is not founded upon any particular act of occupation, but on an alleged title resulting from the pacific and continuous display of State authority. In examining this contention, the Court makes a detailed analysis of the historic facts, from the very earliest times, including, in particular, the legislative acts of the eighteenth century relating to Greenland, and certain international agreements of the same period, which speak of "Greenland" in general. Norway had alleged that this term only applied to the colonised area; the Court holds, however, that it was for Norway to establish her allegation, but that she has not succeeded in doing so. The Court has also taken into account the absence of all claim to sovereignty by any other Power, as also the arctic nature of the non-colonised regions. It is thus led to the conclusion that, prior to 1814, the King of Denmark and Norway had displayed his authority over Greenland to a degree sufficient to confer on him a valid title of sovereignty over the whole country. By the Treaty of Kiel, signed in 1814, Greenland which had previously been a Norwegian possession, became a possession of Denmark.

As regards the succeeding period (1814-1915), Denmark has founded her claim to have exercised sovereignty for a long time over all Greenland upon the international treaties concluded by Denmark, and containing a clause excluding Greenland. The Court holds that, to the extent that these treaties constitute evidence of the recognition of her sovereignty over Greenland in general, Denmark is entitled to rely on them; it further considers that they demonstrate the intention of Denmark to exercise sovereignty over Greenland; lastly, it finds that this sovereignty was also exercised

in the non-colonised regions. And it concludes that, during this period also, Denmark displayed her authority over the region in question to a degree sufficient to give her a valid title to sovereignty.

The Court does not consider that the conclusions which it has thus reached are invalidated by the overtures which Denmark made to the Powers from 1915-1921. According to Denmark, these overtures aimed at obtaining the recognition of an existing sovereignty; according to Norway, Denmark was endeavouring to persuade the Powers to agree to an extension of her sovereignty to territory which did not as yet belong to her.

As a result of a detailed analysis of the relevant documents, and while recognising the contradictions and obscurities from which they are not exempt, the Court concludes that the view upheld by the Danish Government is right. It considers that too much importance must not be attached to particular expressions used, but that the correspondence must be judged as a whole. Regarded thus, the correspondence shows that, whenever the Danish Government found itself obliged to set out a legal basis for its sovereignty over Greenland, it did so on lines similar to those which it has followed in the present case, affirming that Danish sovereignty has no need of any renewed recognition. The Court adds that, if that was the view which the Danish Government held before, during, and at the close of these applications to the Powers, its action in approaching them must have been intended to ensure that they should accept this point of view, and that they would not attempt themselves to take possession of any non-colonised part of Greenland; and the method of achieving this object was to get the Powers to recognise an existing state of fact. The Court, accordingly, considers that there can be no ground for holding that by the overtures in question the Danish Government admitted that it possessed no sovereignty over the non-colonised region, nor for holding that it was estopped from claiming an old-established sovereignty over all Greenland.

The Court next proceeds to show that, even if the period 1921-31 is taken by itself, the conclusion reached—having regard to the legislative, administrative, and scientific activity of Denmark during these years in the non-colonised parts of Greenland—is that Denmark displayed and exercised her sovereign rights over the territory to an extent sufficient to constitute a valid title to sovereignty.

It follows that the Court is satisfied that Denmark has succeeded in establishing that, on July 10th, 1931, the date of the Norwegian occupation, she possessed a valid title, which rendered that occupation unlawful and invalid.

(2) The second Danish argument is based on the alleged existence of undertakings by Norway which recognised Danish sovereignty over all Greenland. In three cases the Court considers that undertakings of this sort were given.

(a) In the first place, the Court holds that, on the occasion of the financial settlement which followed the dissolution of the Danish-Norwegian Union in 1814, Norway undertook not to dispute Danish sovereignty over Greenland. In the course of the negotiations concerning this matter the restitution of the island had, at first, been demanded. This demand was, however, subsequently withdrawn, and in its stead a series of declarations of renunciation were made. The Convention of Liquidation of September 1st, 1819, in the view of the Court, finally confirmed the situation thus created. The Court holds that Norway thus recognised Danish sovereignty over the whole of Greenland.

(b) Secondly, the Court finds an undertaking to the same effect, and binding upon Norway, in various bilateral agreements concluded by Norway with Denmark, as also in various multilateral agreements to which both Norway and Denmark were contracting parties: the agreements in question were concluded subsequently to 1826, and presume Danish sovereignty over Greenland.

The Court considers that, in accepting these agreements as binding upon herself, Norway reaffirmed that she recognised the whole of Greenland as Danish.

(c) Thirdly and lastly, the Court examines the Ihlen Declaration.

In regard to this point, the Court rejects the Danish contention that the declaration in question was a recognition of an existing Danish sovereignty in Greenland. Nevertheless, it considers that the Declaration constitutes an engagement obliging Norway to refrain from occupying any part of Greenland.

The Court reaches this conclusion as a result of an analysis of the terms of the relevant documents, in particular of Mr Ihlen's minute concerning the matter, and of documents preceding the overture which elicited the declaration.

It overrules the Norwegian objection to the effect that the declaration was not binding upon the Norwegian Government—having regard to the circumstances in which it was made—either because the Minister had no right to

give it, or because he gave it without full knowledge of the facts

In regard to the latter point, Norway has relied on the closing of the whole country, which was decreed by Denmark in 1921, and which—it is argued—could not have been foreseen by Mr Ihlen in 1919, and therefore released Norway from the promise he had given. The Court points out, however, that Denmark had always shown herself willing to make arrangements to safeguard Norwegian subjects against any loss they might incur as a result of the Decree closing the country. That was, for example, the purpose of the Convention of July 9th, 1924

The Court is therefore unable to regard the Ihlen Declaration otherwise than as unconditional and definitive. It follows, in the view of the Court, that the Declaration obliges Norway to refrain from contesting Danish sovereignty over Greenland as a whole, and, *a fortiori*, to refrain from occupying a part of Greenland.

(d) Furthermore, having regard to the notes exchanged on July 9th, 1924, the Court finds, contrary to the Danish contention, that neither Denmark nor Norway can derive support from the Convention for their fundamental standpoints.

(e) Finally, in view of the conclusion reached by it, the Court holds that there is no need to consider certain subsidiary arguments adduced by the parties.

### 3. THE SUITS CONCERNING CERTAIN JUDGMENTS OF THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL

The Court had decided on March 29th, 1933, to fix May 9th, 1933, as the date for the commencement of the oral proceedings in the suits concerning the "appeals" lodged by the Czechoslovak Government, under the terms of the Agreements concluded at Paris on April 28th, 1930, against certain judgments of the Hungaro-Czechoslovak Mixed Arbitral Tribunal, the Court was to hear, more particularly, the statements of the Parties on the preliminary objections raised by the Hungarian Government in these suits.

In a letter dated April 8th, 1933, however, the Agent for the Czechoslovak Government before the Court informed the latter that his Government withdrew the appeals above-mentioned, and requested the Court to take the necessary steps for the removal of these

suits from its list. On being informed of this step on the part of the Czechoslovak Government, the Agent for the Hungarian Government, in a letter dated April 18th, 1933, stated that he noted with satisfaction the withdrawal of the suits, and regarded the proceedings as terminated.\*

In these circumstances the President of the Court made, on April 19th, 1933, an Order in which, after stating that the list for the twenty-seventh session is finished, he declares the twenty-seventh session of the Court closed on that date. Accordingly, the hearing fixed for May 9th will not take place.

At the same time, however, the President reserves the Court's right subsequently to consider whether, in view of the fact that the proceedings in regard to these suits have been terminated, it should order their removal from the list.

### 4. THE SUITS CONCERNING THE LEGAL STATUS OF CERTAIN PARTS OF SOUTH-EASTERN GREENLAND (NORWAY v. DENMARK, DENMARK v. NORWAY) †

At the request of the Agents of the two parties, the Court, on March 24th, 1933, had made an Order granting a further extension of the time-limits for the presentation of the cases and counter-cases.

The new time-limits were fixed as follows —

For the filing of a case by each party : June 1st, 1933,

For the filing of a counter-case by each party : July 15th, 1933.

By letters dated April 18th, 1933, however, the Agents of the Danish and Norwegian Governments before the Court informed the Court that, in view of the fact that after the Court's judgment of April 15th, 1933, the Norwegian Government had revoked its declarations of occupation—both that of July 10th, 1931, and that of July 12th, 1932—the said Governments desired, so far as each was concerned, to withdraw the proceedings respectively instituted by them on July 18th, 1932.

The Court will, in due course, have to consider whether, considering that the procedure in regard to the case in question has terminated, it should now order the case to be removed from the list.

\* See above, No. 1

† See Monthly Summary, 1932, Vol. XII, No. 12, page 367

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## I.—SUMMARY OF THE MONTH.

May, 1933.

The activities of the League during May included the seventy-third session of the Council and the meetings of the Disarmament Conference.

An agreement providing for the settlement, in accordance with the Council's recommendations of March 18th, of the dispute between Colombia and Peru was signed by the representatives of the two parties and the President of the Council on May 25th. The agreement stipulates for the despatch to Leticia of a Commission to take charge in the name of the Colombian Government of the territory which is to be evacuated by the Peruvian troops.

Following the declaration of war by Paraguay on Bolivia, the Council heard the representatives of the two Governments concerned and instructed its special committee to propose a solution for the dispute. The Committee presented a draft Report providing for the cessation of hostilities, withdrawal of the declaration of war, and an agreement to submit the dispute to arbitration. The representative of Bolivia having reserved the decision of his Government on the report which was accepted by the representative of Paraguay, the Council

asked its Committee to continue to follow the situation.

The Council noted that the dispute between the United Kingdom and Persia was virtually settled as the result of an agreement reached on April 29th providing for a new concession to the Anglo-Persian Oil Company.

The Disarmament Conference pursued its first reading of the Draft Convention submitted by the United Kingdom Delegation. It noted the disarmament proposals contained in President Roosevelt's message to the States participating in the Conference, and a communication of Mr. Norman Davis to the effect that the Government of the United States would be willing to consult with other States in case of a menace to peace.

The Council considered a Draft Convention for the suppression of the illicit traffic in dangerous drugs and the advisability of a Convention to ensure the protection of refugees upon the liquidation of the Nansen Office.

It noted the work of the Financial Committee bearing on financial conditions in Austria, Bulgaria, Greece, Hungary, and Roumania, and that of the Economic Committee concerning the problem of wheat.

The Council also dealt with certain petitions relating to minorities in Upper Silesia, and with the position of Saar officials after the plebiscite.

Other important meetings were those of the Advisory Committee on Opium, of the Permanent Committee on Road Traffic, and of the

Committee appointed to study the existing system of elections to the Council. This Committee suggested the provisional creation of an additional non-permanent seat on the Council in order to meet the claims of non-grouped States.

## II.—POLITICAL QUESTIONS.

### I. SETTLEMENT OF THE DISPUTE BETWEEN COLOMBIA AND PERU.

On May 10th Mr. Lester (Irish Free State), Chairman of the Advisory Committee set up by the Council to follow the dispute between Colombia and Peru, presented to the parties a document containing the recommendations of the Advisory Committee for the putting into effect of the measures proposed by the Council in its report of March 18th.\*

The document reads as follows:

"1. The Governments of the Republic of Colombia and the Republic of Peru accept the recommendations approved by the Council of the League of Nations at its meeting on March 18th, 1933, under the terms of Article 15, paragraph 4, of the Covenant, and declare their intention to comply with those recommendations.

"2. The Council shall appoint a Commission which is to be at Leticia within a period not exceeding thirty days. The Peruvian forces in that territory shall withdraw immediately upon the Commission's arrival, and the Commission, in the name of the Government of Colombia, shall take charge of the administration of the territory evacuated by those forces.

"3. For the purpose of maintaining order in the territory which it is to administer, the Commission shall call upon military forces of its own selection, and may attach to itself any other elements it may deem necessary.

"4. The Commission shall have the right to decide all questions relating to the performance of its mandate. The Commission's term of office shall not exceed one year.

"5. The Parties shall inform the Advisory Committee of the Council of the League of Nations of the method whereby they propose to proceed to the negotiations contemplated in No. 2 of the recommendations of March 18th, 1933, and the Committee shall report to the Council accordingly.

"6. The Council of the League of Nations reminds the Parties that it has declared itself ready to lend its good offices at the request of either Party in case of disagreement as to any point either of procedure or of substance which may arise. The Council considers that it cannot withhold its attention from developments in the dispute.

"7. The Government of the Republic of Colombia will take upon itself the expenses

involved by the working of the Commission and the administration of the territory to which the mandate conferred on the Commission relates.

"8. In consequence of the acceptance of the foregoing proposals, the Governments of Colombia and Peru shall give the necessary orders for all acts of hostility to cease on either side and for the military forces of each country to remain strictly within its frontiers."

This agreement was accompanied by a letter which the Advisory Committee had authorised its President to address to the representatives of Colombia and Peru, in order to clarify certain clauses of the agreement. The representatives of the two parties to the dispute and the President of the Council signed the Agreement on May 25th.

At the same time the Council adopted the two following resolutions:

"In view of the arrangement which has just been signed by the representatives of Colombia and Peru concerning the procedure for putting into effect the recommendations proposed by the Council in the report which it adopted on March 18th, 1933:

"(a) The Council, having agreed to appoint a Commission which is to be at Leticia within a period not exceeding thirty days:

"Invites the Advisory Committee, in collaboration with the Secretary-General, to appoint the members of this Commission and to arrange for their taking up their duties within the time-limit agreed upon;

"Directs the Secretary-General to provide the Commission with the necessary staff.

"(b) The Council takes note that the Government of the Republic of Colombia has taken upon itself the expenses involved by the working of the Commission and the administration of the territory to which the mandate conferred upon the Commission relates.

"The Council directs the Secretary-General to make all necessary arrangements, financial and other, for the carrying out of the obligations assumed by the Colombian Government in connection with the appointment, pay, and expenses of the members of the Commission and the secretariat to be provided by the League of Nations.

"As regards all other expenditure connected with its mandate, the Commission will make its financial arrangements direct with the Colombian Government."

\* See Monthly Summary, Vol. XIII., No. 3, page 71.

"The Council thanks the Advisory Committee appointed on March 18th, 1933, to watch the situation, assist the Council in the performance of its duties under Article 4, paragraph 4, and help the Members of the League, for the same purpose, to concert their action and their attitude among themselves and with non-Member States;

"Approves all the steps taken by it in discharge of the mission entrusted to it;

"Invites it to continue its work in accordance with the terms of the agreement signed to-day by the representatives of Colombia and Peru as well as of the resolution just adopted by the Council"

The Advisory Committee then invited the Governments of the United States, Brazil, and Spain each to appoint one member of the Commission.

\* \* \*

After M Santos (Colombia), M. Garcia Calderon (Peru), and the President of the Council had appended their signatures to the Agreement, various Members addressed the Council.

M Santos expressed his satisfaction that the Agreement had been signed. He paid a tribute of gratitude to the League, which had pursued with tenacity and faith its two-fold task of protecting justice and defending peace. He stated that Colombia contemplated with satisfaction the administration of a part of her territory by a Commission of the League, in the name of the Colombian Government, and said that his country would do all in its power to facilitate the Commission's task. He added that those parts of Peruvian territory which Colombia had been compelled to occupy for reasons of security would be evacuated, and that the negotiations provided for in the Agreement would be conducted with good faith and with the desire to establish frank and cordial co-operation.

M. Santos thanked all those who had contributed to the peaceful solution of the dispute, and expressed to the representatives of the Irish Free State, Spain, and Guatemala his especial appreciation of the part they had played in settling the dispute. Finally, he stated that Colombia held out her hands to Peru, with whom she hoped to maintain relations of friendship, loyalty, and sincerity in the future. "There is something symbolic," he said, "in this agreement which is signed under the chairmanship of a representative of Mexico. . . . May this day mark the beginning of an era of peace and fraternity in Spanish America"

M Garcia Calderon expressed his Government's profound gratitude to the League and to the representatives of Spain and Guatemala for their efforts, which had led to the conclusion

of a just and honourable agreement. He observed that the assistance of the Council would be appreciated in the stage of negotiations towards a durable solution which was now opening. He assured the Council that Peru was entering upon the path of peace with all faith and sincerity. "The experience of the past few months," he said, "has perhaps been painful to us, but we have learnt here the discipline of peace, which is hard because it imposes sacrifices"

Following statements made by the other Members of the Council, all of whom expressed their satisfaction at the agreement reached, M Castillo Najera, representative of Mexico and President of the Council, briefly recalled the different stages of the dispute and of the Council's efforts at conciliation. He paid a tribute to the pacific sentiments of the Governments of Colombia and Peru, thanks to which the dispute was well on the way towards settlement.

He added that, as representative of Mexico, he was happy to be presiding over the Council at this historic moment. The proclamation of the independence of the Argentine, another sister nation, was celebrated that very same day. He concluded that these coincidences should be regarded as favourable auguries for the future of America and for the establishment of universal brotherhood.

## 2. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

On May 10th the Government of Bolivia informed the Secretary-General that Paraguay had declared war on Bolivia at the very moment when further steps were being taken, both by the Commission of Neutrals in Washington and by the neighbouring countries on behalf of peace. Paraguay had thus, according to the communication from the Bolivian Government, placed herself outside the Covenant and incurred the sanctions provided for in Article 16.

On May 12th the Paraguayan Government, to which the Bolivian Government's letter had been communicated, replied that it had declared a state of war with Bolivia after the neighbouring States had withdrawn their good offices as a result of Bolivia's attitude. It repeated its acceptance of arbitration as a means of settling the dispute, but emphasised that the bases and conditions of the arbitration must be examined after the cessation of hostilities had been obtained with the certainty that they would not be resumed.

The Government of Bolivia replied on May 13th that it had already expressed its readiness to submit the territorial dispute with

Paraguay to arbitration. It added that the best method of arriving at effective arbitration would be for Paraguay to state for her part what she regarded as her property in the Chaco, *since Bolivia had already done so*.

The Council met in extraordinary session on May 15th, to consider the situation. After having heard the representatives of the parties, it asked the Committee of Three which had been dealing with the dispute to endeavour to find a solution.

The Committee of Three submitted a draft report to the Council on May 20th. After stating that it was incumbent on the Council to find a solution of the dispute by pacific means, in conformity with the terms of the Covenant, the report recommended that the following procedure should be adopted.

The two Governments would confide the final settlement of the dispute to an impartial authority, deriving its powers from a treaty binding on both States, namely, the Covenant of the League of Nations. Such an authority, after a thorough study of the question, would fix the frontier between the two countries.

Such a procedure connotes:

1. The cessation of hostilities and the withdrawal by Paraguay of the declaration of a state of war with Bolivia;
2. The establishment of an agreement for a submission of the dispute to arbitration.

In order effectively to establish the procedure for settlement indicated in the preceding paragraph, the Council considers it essential to send to the spot a Commission whose task would be:

1. To negotiate, if desirable, any arrangement calculated to promote the execution of the obligation to cease hostilities;
2. To prepare, in consultation with the two Governments concerned, an agreement for arbitration. If the agreement for arbitration does not indicate the arbitrators or the procedure for their appointment, the Council will provide for such appointment and will, if necessary, settle the arbitral procedure;
3. The Commission will be at the Council's disposal and will keep it informed of the course of its activities. It will proceed to make an inquiry on all the circumstances of the dispute, including the part which the two parties have taken therein, and report to the Council, to enable the latter to fulfil the duties imposed upon it by the Covenant.

After the recommendations of this report had been approved by all the Members of the Council the representative of Paraguay, M.

Caballero y Bedoya, accepted it without reservations. The Bolivian representative, M. Costa du Rels, reserved his Government's decision. In these circumstances the Council asked the Committee of Three to continue to follow the situation and to report to the Council when necessary.

On May 27th the Bolivian Government informed the Secretary-General that in its opinion the plan drawn up by the Committee of Three would not restore peace at an early date. It declared the proposal that the territory in dispute should be delimited by preliminary arbitration unacceptable, and stated that the only logical basis for a suspension of hostilities remained an agreement on the general conditions of arbitration. In these circumstances it considered that the efforts of the Commission entrusted with negotiating a preliminary arbitration would be futile. The Bolivian Government suggested that, unless the Council should consider it more expedient to leave the matter in the hands of the Washington Commission of Neutrals and the neighbouring States, it would do well to make use of the experience and documentary material already possessed by these authorities.

### 3. DISPUTE BETWEEN THE UNITED KINGDOM AND PERSIA.

On May 26th the Council dealt with the dispute between the United Kingdom and Persia with regard to the Anglo-Persian Oil Company's concession, which had been referred to it in January last.\*

The rapporteur, the representative of Czechoslovakia, recalled that a provisional arrangement had been reached between the two parties on February 3rd. According to this arrangement the two Parties agreed to suspend all proceedings before the Council until its May session, with the option of prolongation if necessary. The two Parties also agreed that the Company should immediately enter into negotiations with the Persian Government, the respective legal points of view of the two Governments being reserved.

On May 21st the Persian Minister for Foreign Affairs informed the Secretary-General that the negotiations undertaken at Teheran with the representatives of the Anglo-Persian Oil Company had resulted in the granting of a new concession, which was signed on April 29th, 1933.

Upon receipt of this news the rapporteur had communicated with the two Parties and found

\* See Monthly Summary, Vol. XII, No. 1, page 18, and No. 2, page 29.

that the dispute between them might be regarded as virtually settled. He nevertheless asked the Council to allow him to present a report on the final liquidation of the dispute at its next session.

The Persian representative, after having stated that the difficulties between his Government and the Anglo-Persian Oil Company had been definitely settled, thanked the Council and its rapporteur for the efforts which they had made to reach a satisfactory solution.

The representative of the United Kingdom said that as the new concession was at present before the Persian Parliament awaiting ratification and promulgation by the Shah, the Council was not in a position to publish a statement announcing the settlement of the dispute. He expressed his confidence that the formalities would be completed in time to enable the Council to dispose of the matter at its next session.

#### 4. APPEAL OF THE CHINESE GOVERNMENT

The Sub-Committee set up by the Advisory Committee of the Assembly to consider what measures it may be necessary for Governments to take in consequence of the non-recognition of "Manchukuo" met on May 10th. It will meet again on June 2nd to discuss a draft

circular to be addressed to the States Members of the League.

#### 5. REQUEST OF LIBERIA FOR ASSISTANCE.

The Committee appointed by the Council to study the request for assistance submitted by the Government of Liberia met on May 29th, under the chairmanship of Lord Cecil.†

Major-General Blanton Winship (U.S.A.), who had been sent by the United States Government on special mission to Liberia, "in an effort to provide a solution safeguarding American rights in Liberia and restoring at the same time a situation which will permit of further efforts to assist Liberia," gave an account of his mission.

He informed the Committee that a general agreement on most points had been reached by the parties concerned. There remained, however, certain financial aspects of the plan of assistance on which the advice and help of the League's financial experts was desired. When these points had been settled it would be possible to take up the plan of assistance as a whole.

The Chairman of the Committee called attention to the urgency of reaching a speedy solution in view of the fact that the truce entered into by the Kru tribes with the assistance of Dr. Mackenzie would expire in July.

### III.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

#### 1. WORK OF THE CONFERENCE.

The General Commission of the Conference for the Reduction and Limitation of Armaments continued during May its first reading of the draft Convention presented by the United Kingdom delegation †

On May 19th the United States delegation transmitted a message which had been sent by the President of the United States to the Heads of all the States participating in the World Monetary and Economic Conference and in the Conference for the Reduction and Limitation of Armaments on May 16th. This message contains the following proposal:

"The ultimate objective of the Disarmament Conference must be the complete elimination of all offensive weapons. The immediate objective is a substantial reduction of some of these weapons and the elimination of many others.

"This Government believes that the programme for immediate reduction of aggressive weapons now under discussion at Geneva is but a first step toward our ultimate goal. We do not

believe that the proposed immediate steps go far enough. Nevertheless, this Government welcomes the measures now proposed and will exert its influence toward the attainment of further successive steps of disarmament. Stated in the clearest way there are three steps to be agreed upon in the present discussions:

"First, to take, at once, the first definite step toward this objective, as broadly outlined in the MacDonald Plan;

"Secondly, to agree upon time and procedure for taking the following steps;

"Thirdly, to agree that, while the first and following steps are being taken, no nation shall increase its existing armaments over and above the limitations of treaty obligations.

"But the perfect understanding of the world must be assured during the whole period of disarmament, and I, therefore, propose a fourth step concurrent with and wholly dependent on the following fulfilment of these three proposals and subject to existing treaty rights:

"That all the nations of the world should enter into a solemn and definite pact of non-aggression;

"That they should solemnly reaffirm the

\* See Monthly Summary, Vol. XIII, No. 3, page 70.

† See Monthly Summary, Vol. XIII, No. 4, page 88.

† See Monthly Summary, Vol. XIII, No. 1, page 22.

§ See Monthly Summary, Vol. XII, No. 10, page 296.

obligations they have assumed to limit and reduce their armaments, and provided these obligations are faithfully executed by all signatory Powers, individually agree that they will send no armed forces of whatsoever nature across their frontiers "

The General Commission authorised its President to inform the President of the United States that it welcomed his proposals and was ready to give them the most sympathetic consideration.

On May 22nd Mr. Norman Davis (United States) informed the General Commission that his country was "willing to consult with other States in case of a threat to peace, with a view of averting conflict. Further, that in the event that the States, in conference, determined that a State had been guilty of a breach of the peace in violation of its international obligations and took measures against the violator, then, if the United States concurred in the judgment rendered as to the responsible and guilty party, they would refrain from any action tending to defeat such collective effort which the States might thus make to restore peace "

After having noted these two communications the General Commission resumed, on May 24th, its discussion of Part I. (Security) of the draft Convention, while at the same time continuing its examination of Part II. It also considered the report drawn up by the Sub-Committee of the Political Commission presided over by M. Politis, to which it had referred the proposals relating to the definition and determination of aggression, and the draft pacts of mutual assistance.

The first reading of the first four parts of the draft Convention was finished on May 30th, and, on the following day, the Bureau decided to submit for consideration by the General Commission certain suggestions as to the future work of the Conference.

\* \* \*

The *Commission on National Defence Expenditure*, presided over by M. de Vasconcellos (Portugal), and having M. François (Netherlands) as rapporteur general, appointed M. Jacomet (France) co-rapporteur, and began its consideration of the draft report drawn up by its Technical Committee

\* \* \*

The *Technical Committee on Effectives*, meeting under the chairmanship of General Van Tuunen (Netherlands) finished its examination of the information supplied by delegations as regards police forces to be reckoned in calculations relating to effectives, and drew up its report on this subject. It began its consideration of organisations giving military training to young people and adults outside the army

\* \* \*

The *Technical Committee on Categories of Arms*, under the chairmanship of General Benitez (Spain), drew up a new list of categories of arms, the manufacture of and trade in which should be regulated.

\* \* \*

The *Committee on the Regulation of the Trade in and private and State Manufacture of Arms and Implements of War* began to draw up a report on its work. The reports of its Sub-Committees and the replies to the questionnaire regarding the manufacture of arms (Conf. D./C.L 5) will be annexed to it. This report will be submitted to the General Commission.

\* \* \*

The *Committee on Moral Disarmament* elected Mrs Corbett Ashby (United Kingdom) its Chairman in place of M. Pernier, who had resigned

## 2. ANALOGY BETWEEN THE PROBLEM OF THE TRAFFIC IN NARCOTIC DRUGS AND THAT OF THE TRADE IN AND MANUFACTURE OF ARMS.

The Council took note on May 22nd of a memorandum prepared at its request by the Secretary-General on the analogy between the problem of the traffic in narcotic drugs and that of the trade in and manufacture of arms

This memorandum, which contains a survey of the analogy between the traffic in arms and that in narcotics, has been circulated to the delegations to the Conference for the Reduction and Limitation of Armaments. In the opinion of the rapporteur to the Council, the Spanish representative, it provides information of great value to the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War.

## IV.—INTERNATIONAL MONETARY AND ECONOMIC CONFERENCE.

### MEETING OF THE COUNCIL COMMITTEE FOR THE ORGANISATION OF THE CONFERENCE.

On May 24th the Council heard the report of Sir John Simon (United Kingdom), President

of the Organising Committee for the Monetary and Economic Conference. This Committee, which met in London on April 29th and May 12th, fixed the opening of the Conference for



Monday, June 12th. At the request of the United States representative, it had also decided to include in the invitation addressed to participating Governments the American declaration regarding the institution of a tariff truce.\*

The Governments represented on the Organising Committee, recognising that the action proposed by the United States Government constituted the best means of preparing for the Conference, had agreed that they would not, before June 12th nor during the proceedings of the Conference, take any fresh initiative that might aggravate the many difficulties now impeding international commerce. They strongly urged the other Governments participating in the Conference to adhere to this agreement.

The Committee had decided to invite certain international organisations in addition to those approved by the Council at its meeting of January 25th,† to be represented at the Conference in a consultative capacity or to submit memoranda should they so desire.

These organisations are: the Communications and Transit Organisation of the League of Nations, the International Co-operative Alliance, and the International Commission of Agriculture. The Interparliamentary Commercial Conference, the International Committee of the European Customs Union, the International Agrarian Bureau, and the Permanent International Timber Committee will be asked to communicate to the Secretary-General of the League any memoranda, proposals, &c., they may wish to put forward. It was also agreed that if, in the period before the Conference, applications for participation in its work were received from other bodies, these should also be asked to forward their suggestions and proposals in writing.

The Council noted the report and expressed its satisfaction that the eight Governments represented on the Committee had agreed between themselves on a customs truce. It considered that the adherence of as many Governments as possible to this truce was necessary in order to create a period of calm and tranquillity during which the work of the Conference could proceed. An urgent appeal was addressed to all the Governments invited to the Conference to join in this agreement and to act in accordance with its spirit.

The French representative stated that his Government felt great sympathy for the step taken by President Roosevelt for the adoption, at the beginning of the Conference, of a customs truce, the details of which could be fixed by common agreement.

The representative of Italy observed that the preliminary condition of such a truce was naturally that no provisions should be adopted which might either directly or indirectly aggravate the *status quo*, and that no measures should be adopted that might favour certain States to the detriment of others.

The German representative drew attention to his country's special financial and economic position and to the possible consequences of that position for Germany. He added that his Government considered that the acceptance of the proposal of the United States was a first decisive step towards removing the economic difficulties of the world.

The Norwegian representative pointed out that Norway had associated herself with the customs truce plan, with a slight reservation necessitated by the fact that the draft customs budget had not yet been voted by its parliament.

The representative of Czechoslovakia approved the resolution.

## V.—SOCIAL AND HUMANITARIAN QUESTIONS.

### 1. TRAFFIC IN OPIUM.

#### (a) Work of the Advisory Committee.

The Advisory Committee on Traffic in Opium and other Dangerous Drugs held its sixteenth session at Geneva from May 15th to 31st, under the chairmanship of M. Casares (Spain).

#### *Ratification and application of the 1931 Convention*

The Committee noted with satisfaction that by April 10th the Convention for limiting the

manufacture and regulating the distribution of narcotic drugs had received more than the number of ratifications and accessions necessary to bring it into force ‡

The number at present is 38 (the Netherlands having deposited their ratification during the Committee's session). Other countries—Austria, China, and Japan—have announced their intention of ratifying shortly.

Notwithstanding this large number of ratifications, the Committee felt that if the provisions of the 1931 Convention were to produce their

\* See Monthly Summary, Vol. XIII, No. 4, page 88.

† See Monthly Summary, Vol. XIII, No. 1, page 9.

‡ See Monthly Summary, Vol. XIII, No. 4, page 120.

full effect, the Convention must be universally applied. It appointed Sir Malcolm Delevingne to be a member of the Advisory Body set up by the Convention.

Further, the Committee examined the Model Administrative Code prepared with a view to the application of the 1931 Convention, and expressed the hope that Governments would take it duly into consideration when framing the necessary legislative and administrative measures.

#### *Annual Reports of Governments for 1931.*

The reports and statistics supplied by Governments for 1931 show a very considerable reduction in the manufacture of narcotics. The quantity of morphine manufactured dropped from 38,556 kg. in 1930 to 30,441 kg. in 1931 (57,792 kg. in 1929); of diacetylmorphine, from 4,088 kg. to 1,249 kg.; of cocaine, from 5,838 kg. to 4,612 kg. Those figures are by far the lowest that have ever been recorded. They approximate to the estimates of world medical requirements established by the League of Nations Secretariat. In the case of morphine and diacetylmorphine, the figures for manufacture are lower than those for medical and scientific consumption.

In this connection, various delegates made important statements. The representative of Germany announced that his Government had promulgated a supplementary law applying both to substances used in the manufacture of narcotic drugs and to substances from which such drugs can be recovered.

The representative of France reported that the situation in his country was satisfactory, the figures for exports and imports being now very low: 155 kg. of morphine, 22 kg. of heroin, and 55 kg. of cocaine were exported in 1932. During that same year only 1 kg. of morphine was imported; no imports of heroin or cocaine were recorded.

The delegate of Spain gave information concerning the gradual entry into operation of the drug monopoly in his country; for financial reasons it will take two years to bring about. In the meantime, certain wholesalers are still authorised to deal in narcotics.

The representative of India stated that the figures for opium consumption in his country were steadily declining, and that the situation as regarded cocaine had also improved.

The delegate of Portugal made a statement on the situation in Macao, where the Government is contemplating a new policy for the immediate suppression of the traffic in prepared opium.

The representative of Uruguay described the new administrative regulations in force in his country. He explained that they provided for the setting up of a special Drug Commission.

During its examination of the annual reports, the Committee also noted the conclusion of a Turko-Yugoslav Agreement regulating the export of opium; the destruction of stocks of hashish in Greece, and the measures adopted for the treatment of addiction, more particularly in the United States, Korea, Formosa, the Dutch East Indies, and Mexico.

#### *Bangkok Agreement on the Control of Smoking Opium in the Far East.*

The Committee gave its attention to the putting into force of the Bangkok Agreement, and for that purpose sent to the Governments concerned a form for use as a basis for their annual reports. It appointed a sub-committee to consider the possibility of scientific research into opium smoking. It also recorded the ratification of the Bangkok Agreement by the United Kingdom, France, and the Netherlands.

#### *Request from the International Labour Office for an Inquiry.*

By a letter dated March 13th, 1933, the International Labour Office requested the Opium Committee to co-operate in an investigation of the use of opium for smoking among workers.

The Committee noted the request, and asked the International Labour Office for further information concerning the abuses recorded by it in connection with the recruiting and employment of workers.

The League Secretariat will place the Labour Office in possession of the evidence collected by the Commission of Inquiry on opium smoking on its visit to the Far East.

#### *Proposed Inquiry into the Value of the Lawful Drug Trade and the Expenditure Involved by Addiction*

At the request of the representative of Italy, the Committee instructed the Secretariat to carry out an inquiry:

(1) Into the annual value of the lawful consumption of opium, coca-leaves, and manufactured drugs;

(2) Into the annual loss of wages among addicts, and the expenditure incurred by the different States on preventive measures, treatment, and suppression, in connection with addiction.

The purpose of this inquiry is to determine whether such an investigation would lead to practical results.

### *Illicit Traffic*

The Committee discussed the different aspects of the situation as regarded the illicit traffic, and noted that there had been a marked improvement in 1932, due largely to the closing of one of the drug factories at Istanbul by the Government. The sources that previously supplied the traffic in Eastern Europe may now be regarded as having run dry. Further, the output of the factories in that same region is now reduced to a figure approximating to the legitimate medical and scientific requirements of the world, due account being taken of the output of the United States of America, the U.S.S.R., and Japan. From time to time there appear in the illicit traffic small quantities of European drugs, often derived from lawful deliveries which date far back, and part of which has subsequently been disposed of in the illicit traffic.

The existence of clandestine factories in other parts of the world was discovered during the year. That, in the Committee's opinion, is a fact which Governments and the League of Nations must henceforth bear in mind.

On the other hand, police action has made it possible to track down a large number of the principal traffickers. Organised control has led to a rapid falling off in illicit deliveries of drugs in Europe. Lastly, further progress has been achieved in co-operation between the different national authorities responsible for drug suppression, more particularly in the United States, Canada, the United Kingdom, Germany, Holland, France, Egypt, and Japan.

(1) *International Convention for the suppression of the illicit traffic in dangerous drugs.\**

(2) *Situation in the Near East.*

(a) *Egypt*—The Committee noted an improvement in the situation in Egypt. The delegate of that country reported that there had been a decrease in the number of drug addicts, due partly to the measures adopted by the Egyptian authorities and partly to the increase in the price of heroin, and also to the precarious economic situation of the fellahen.

He said that heroin was still entering Egypt from Turkey, even since the closing of the Turkish factories. He urged the necessity of stricter supervision with a view to curtailing the traffickers' freedom of movement. He stated that Egypt had set up special courts—

with satisfactory results—to try cases of drug smuggling.

After expressing his gratification at the steps taken by the Italian Government to tighten up the supervision over shipping companies, and by the Greek Government to suppress the drug traffic, the delegate of Egypt referred to the representations made by his country to the French Government with a view to the suppression of the smuggling of hashish from Syria into Egypt. The delegate of France directed attention to the drastic steps taken by the Syrian authorities to prohibit absolutely the cultivation of and trade in Indian hemp in Syria.

(b) *Persia*.—The representative of Persia stated that the opium export monopoly had been abolished in Persia. He assured the Committee, however, that, though not a Party to the Geneva Convention of 1925, his country would do all in its power to conform to the import-certificate system. He also explained that Persia had ratified the 1931 Convention. He stressed the difficulties she was encountering in her efforts to reduce poppy-cultivation. Its eradication would, in his view, ruin a large part of the agricultural population. Accordingly, after pointing out that his country was prepared to comply with the findings of the Commission of Inquiry and to substitute other crops for the poppy, he requested the assistance of other countries in carrying out a general plan.

(c) *Turkey*.—The Committee expressed its satisfaction at the activity displayed by the Turkish authorities in suppressing the clandestine manufacture of narcotics, and at Turkey's accession to the Conventions of 1912, 1925, and 1931. The Turkish representative stressed the importance of the progress made by his country, which had seen its way to impose very great sacrifices on the peasant class. He explained how his Government had substituted market-garden crops, especially beet, for the poppy, and had set up sugar refineries in the opium-growing centres. He announced that Turkey proposed to open a Government factory and a central office for opium exports, which would supervise the whole trade, from the actual poppy growing to the distribution of drugs for medical requirements. He directed the Committee's attention to the desire expressed by the Turkish Cabinet for an international drug factory to be established, with the co-operation of all countries, to supply the medical and scientific requirements of the whole world. Lastly, he gave explanations concerning the institution, in Turkey, of special courts to deal with cases of smuggling.

\* See article on this question, p. 113

(d) *China*.—The Committee discussed the situation in China regarding both manufactured drugs and opium. It was found not only that large quantities of morphine and heroin had been smuggled into the country during the last few years, but that clandestine factories had been set up in various parts of China to supply the illicit traffic.

The Committee regarded with alarm the danger arising from that situation from the point of view both of China and of other countries in Europe, Asia, and America, where the products of those factories might find outlets.

As regards poppy-growing, the situation does not appear to have improved. The poppy appears to be cultivated on a large scale, and opium smuggling on the frontiers of Yunnan is still a serious problem.

The Committee noted a statement by the delegate of China to the effect that his Government was desirous of suppressing poppy cultivation and also the abuse of opium and other narcotics. After explaining the difficulties encountered by China in this campaign, he appealed to the other Powers for co-operation and assistance. He added that, in view of the increasing menace of the illicit traffic in opium and other narcotics, his Government had decided to conduct an inquiry into the activities of clandestine factories in China, and proposed, in the light of those findings, to frame a general plan for the suppression of poppy cultivation and of the sale and use of opium and manufactured drugs.

In response to this appeal, the Committee decided to set up a permanent sub-committee to examine means of establishing close co-operation between the Chinese authorities and the authorities of the other Powers concerned in the application of Chapter IV. of the Hague Convention of 1912.

#### *Limitation of the Production of Raw Materials.*

In accordance with the resolution passed by the Assembly in 1931, the Committee prepared questionnaires to be sent to the Governments of producing countries for the purposes of preparatory work in connection with a conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf. Those questionnaires, dealing respectively with opium and the coca leaf, will be sent to States Members of the League of Nations and to non-Member States.

Since 1931 there has been a marked falling off in the demand for raw materials (whether for the manufacture of drugs or for State

monopolies of prepared opium) and a considerable drop in prices. This is due partly to the economic depression and to the increasingly strict control over the consumption of narcotics. The resulting situation has become so serious from the standpoint of growers in Turkey and Yugoslavia that the Governments of those two countries have agreed to organise the sale of their output jointly, by concluding a Convention which will shortly come into force. Further, the Turkish Government has adopted a new policy and decided to set up an opium monopoly and to limit production to lawful trade requirements.

The Committee accordingly suggested a meeting of the representatives of Persia, Turkey, and Yugoslavia—the principal producing countries—possibly assisted by one or two independent persons appointed by the Council, to consider the possibility of an agreement to limit production.

\* \* \*

The following took part in the Committee's proceedings: M. J. Casares (Spain), M. B. Schultz (Austria); Dr. Kahler (Germany); M. Carnoy (Belgium); Dr. Hoo Chi Tsai (China); T. W. Russell Pasha (Egypt); M. Bourgois (France); Sir Malcolm Delevingne (United Kingdom); Sir J. Campbell (India), M. Cavazzoni (Italy), M. Ito (Japan); M. Barrera Guerra (Mexico); M. Van Wetum (Netherlands), M. W. Chodzko (Poland); M. de Vasconcellos (Portugal), Phya Subarn Sompati (Siam); Dr. Carriere (Switzerland); M. A. De Castro (Uruguay); Mr. Fuller (United States). Assessors: Mr. Lyall and M. A. H. Sirks.

#### *(b) International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs.*

On September 4th, 1931, the Council considered a recommendation adopted in 1931 by the Conference for limiting the manufacture and regulating the distribution of dangerous drugs, to the effect that a convention for the suppression of the illicit traffic in dangerous drugs should be concluded as soon as possible, and that a Conference should be convened for this purpose.

The Council had noted this request and decided to await the report of the Advisory Committee on Traffic in Opium before taking any action in the matter.

The Advisory Committee, considering that this question called for preliminary study, referred it to a Sub-Committee which, in consultation with legal experts, prepared a draft convention for the suppression of the illicit traffic in dangerous drugs. This draft was

adopted by the Advisory Committee on May 23rd 1933.

Its object is to fill the following lacunæ. In a number of countries the penalties provided for contravening the laws enacted to carry out the provisions of the international Conventions are utterly inadequate as a deterrent to the persons engaged in the traffic. In the majority of countries no provision is made in the law for punishing persons who arrange or facilitate the smuggling of opium or drugs in territories outside the country in which they are residing. In many countries the law does not provide for the extradition of offenders in respect of contraventions committed in other countries of the laws relating to opium and dangerous drugs.

The draft Convention provides severe penalties for deliberate violations of these laws. It also stipulates that offenders shall be liable to punishment even when the various acts constituting the offence have been committed in different countries. Further, the draft provides that offenders against the laws on opium and dangerous drugs shall be liable to extradition, with the reservation that a State receiving a request for extradition may refuse to comply, after having carefully considered the gravity of the charges made.

In accordance with the procedure adopted by the Assembly in 1931 for the conclusion of general conventions negotiated under the League's auspices, the Advisory Committee requested the Council to communicate the draft convention, together with its explanatory memorandum, to Governments for their consideration. The Committee, deeming the matter urgent, requested the Council not to delay its decision.

On May 26th the Council, on the proposal of its rapporteur, the representative of the Irish Free State, adopted the Advisory Committee's proposal and decided to give effect to its recommendations.

#### (c) *Meeting of the Permanent Central Opium Board.*

The Permanent Central Opium Board met at Geneva from May 4th to 10th, under the presidency of Mr. Lyall (British).

It considered the ratifications of and accessions to the Convention of 1931 limiting the manufacture and regulating the distribution of narcotic drugs and the reservations annexed to them by certain Governments. It noted the results of correspondence between Governments and the Board on the statistics supplied by Governments dealing with excessive stocks, discrepancies in figures concerning stocks calcu-

lated by the Secretariat and those furnished by the Governments, etc. It examined the quarterly statistics of imports and exports and other information supplied by Governments.

The Board further considered the serious situation which—according to the Central Narcotics Intelligence Bureau of the Egyptian Government and other sources of information—had arisen in Bulgaria owing to the establishment of factories for the manufacture of narcotic drugs.

It decided on the form of the questionnaire for the supply by Governments of estimates of their legitimate requirements in narcotic drugs. These estimates constitute the basis of machinery for limiting the manufacture of drugs provided for in the new Limitation Convention, which is to become effective in July, 1933.

## 2. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

On May 22nd the Council considered the report on the work of the Advisory Commission for the Protection and Welfare of Children and Young People.\*

The Council discussed the reorganisation of the Commission,† and took various decisions on the recommendations of the Committee on the Traffic in Women and Children‡ and of the Child Welfare Committee.‡

### (a) *Reorganisation of the Commission*

During its April session the Advisory Commission for the Protection and Welfare of Children and Young People studied the reorganisation of its constitution and methods of work. It proposed that in order to strengthen the non-European element on the Commission and allow more countries to take part in its work the number of members should be increased from twelve to fifteen. It also suggested that the choice of international organisations to be represented on the Commission should be limited to those which are international in character.

The Council agreed to these proposals and decided to appoint the new members of the Commission in September next.

### (b) *Traffic in Women and Children.*

Following the recommendations of the Advisory Commission for the Protection and Welfare of Children and Young People, and those of the Committee on the Traffic in Women

\* See Monthly Summary, Vol. XIII, No. 4, page 90.

† Rapporteur: the representative of Panama.

‡ Rapporteur: the representative of Mexico.

and Children, the Council invited the Governments which had not yet done so to ratify the Agreement of 1904 and the Conventions of 1910 and 1921 on behalf of their own countries and of their colonies, protectorates, and mandated territories. It also invited Governments to set up, where they do not yet exist, the central authorities provided for by the Agreement of 1904.

Further, the Council asked the Secretariat to obtain full and accurate information on the latest developments in regard to the licensed house system in the various countries.

The question of amendments to the Conventions now in force on the abolition of the traffic in women and children was next considered by the Council. The Advisory Commission proposed that penalties to be inflicted on *souteneurs* should be more severe and that the age limit in the Conventions of 1910 and 1921 should be abolished.

As regards the first of these proposals, the Council reminded the Governments that the Committee on the Traffic in Women and Children had invited the Governments which had not yet enacted special penal legislation applicable to *souteneurs* to do so. It recommended this suggestion to their attention pending the further study of this question, which was not yet ripe enough to allow of definite proposals to this effect being submitted to Governments.

As regards the abolition of the age limit in the Conventions of 1910 and 1921, the Committee had been requested by the Thirteenth Assembly to study by what means these Conventions might be revised on that point. It decided to draw up an instrument to be signed as soon as possible providing for the punishment of any person who, in order to gratify the passions of another, procures, induces, or leads away, even with her consent, a woman of full age for immoral purposes in another country, and to request the Council to communicate it to the Governments. The Council, in view of the fact that the Committee agreed unanimously on the draft, and also in view of the fact that Governments have already been consulted on the principle of the abolition of the age limit in the Conventions of 1910 and 1921, instructed the Secretary-General to forward this draft for observations to the Governments and to invite them to discuss and sign the instrument in special conference in September next, when their delegates will be at Geneva for the purpose of attending the Assembly. It will be, however, for the Assembly to decide, after having considered the observa-

tions of the Governments, whether the Conference should be held in September.

### (c) *Child Welfare.*

The Council, after noting the report on the work of the Child Welfare Committee, invited the Secretary-General to ask Governments to furnish information on the education of blind children and on the methods employed in special schools for blind children.

The Council also instructed the Secretary-General to communicate to Governments the resolution adopted by the Child Welfare Committee, asking them to consider the adoption of measures similar to those in force in certain countries for the issue of abridged extracts of birth certificates and other official documents drawn up in such a way that the illegitimate origin of the person concerned is not divulged.

It placed the questions of the offence of deserting the family and the study of the effects of the economic crisis and unemployment on children and young people on its agenda.

### 3. REFUGEES.

On May 22nd the Council dealt with reports of the Inter-Governmental Advisory Commission and the International Nansen Office for Refugees.

The rapporteur, the Mexican representative, recalled that the Assembly had asked the Governing Body of the International Nansen Office to consider, in consultation with the Inter-Governmental Advisory Commission, the advisability of a convention to ensure the protection of the refugees on the liquidation of the office.

The desirability of a convention aiming at securing a more stable legal status for refugees, having been unanimously recognised, the Inter-Governmental Advisory Commission and the Governing Body of the International Nansen Office had proposed that their two Presidents should be requested:

1. To prepare a draft Convention for the purpose of ensuring the protection of refugees;
2. To communicate it to the Governments interested in the solution of the problem; and
3. To invite these Governments to a small limited conference for the purpose of drawing up and adopting a final text of the Convention, to be open to subsequent accessions.

The countries most interested in the solution of the problem owing to the number of refugees to whom they have extended hospitality are: Austria, Belgium, the United Kingdom, Bulgaria, China, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Greece,

Latvia, Lithuania, Poland, Roumania, Switzerland, and Yugoslavia

The Council endorsed this proposal.

At the invitation of the Inter-Governmental Advisory Commission, the Council asked the Secretary-General to convey to the Governments concerned a request that the provisions of the Inter-Governmental Arrangement of June 30th, 1928, should be more strictly observed.

#### 4 SLAVERY

In accordance with the terms of an Assembly

resolution of September 25th, 1926, the Council decided on May 22nd to transmit to the Assembly a report on the measures taken by the Governments to bring about the progressive abolition of slavery and conditions analogous thereto. Communications have been received during the year from the Governments of Liberia, the Soudan, and China.

At the same time the Council authorised the Secretary-General to communicate to the Assembly, three weeks before the opening of its session, any supplementary information furnished by the different Governments.

### VI.—TECHNICAL ORGANISATIONS.

#### 1 THE ECONOMIC AND FINANCIAL ORGANISATIONS.

##### (a) *Work of the Financial Committee*

The Financial Committee met at Geneva from April 24th to May 5th, under the chairmanship of M. Janssen (Belgium)

During this session it dealt with the financial position in Austria, Bulgaria, Greece, Hungary, and Roumania.

##### 1. *Austria.*

The Austrian Government, on the basis of present estimates, has re-established its budget equilibrium, which was endangered at the beginning of this year. The deficit on the State railways, which amounted to 105 million schillings last year, has been reduced to 80 million schillings, which are to be covered by the State budget. The scheme for re-organisation is in process of execution and considerable progress has been made in this direction.

As regards local finances, the Austrian Government has increased its supervision over the *Länder* and municipalities

The monetary policy of the National Bank is directed in accordance with the provisions of the Protocol of 1932. By the recent banking reforms the position of the banks has been improved and their running costs diminished. At the same time the influence of the National Bank over the money market has been substantially increased

The Austrian Government has, so far as could be reasonably expected, in present circumstances, carried out the plan of reforms contemplated in the Protocol of 1932

On May 24th the Council noted the report of the Financial Committee on the position in Austria

##### 2. *Bulgaria.*

Following upon a request made by the Bulgarian Government to the League, a delegation of the Financial Committee went to Bulgaria to study the financial position on the spot. This position may be described as follows:

1. The 1932-33 budget will probably close with a deficit of some 1,300 million leva;

2. The Treasury, in the course of recent years, has borrowed over 1,700 million leva, and has accumulated a debt to State officials and contractors of 1,500 millions;

3. On March 31st, 1933, the salaries and pensions of State officials were three months in arrears

In other words, the State is spending on an average some 110 million leva a month more than it receives

As a result of the inquiries made by its delegates on the spot, the Financial Committee believes that rapid and appreciable improvements in the present position would be possible if the Government took energetic measures to balance revenue and expenditure, and adapted its economic and financial policy to present conditions

As regards revenue, the exemption of small proprietors from the land-tax has been carried to a degree which is probably excessive in a country where very small peasant holdings constitute the essential element of the national assets

The tendency of the Government in regard to public expenditure is to be satisfied with simple cuts distributed between the different Ministries. These cuts are liable either to prove insufficient or even to be wholly or in part nullified by supplementary credits in the course of the financial year. This situation calls for administrative reforms and budgetary unification

The Financial Committee considers that the economic and financial policy of the Bulgarian Government should be revised. Successive laws for the protection of debtors have had a regrettable indirect effect on the collection of taxes, have weakened private credit and caused a general falling off in business, diminishing the activity of the Bulgarian and foreign banks. The transfer problem has also become very much more difficult since February, 1932.

The Government, realising the gravity of this situation, is determined to reform the public finances and to take all requisite steps to maintain the national currency and credit. It has decided:

1. To obtain the vote, before June 30th, 1933, of a State budget making provision for 560 millions of new revenue and for 300 millions of economies;

2. To take, in the course of the financial year, the necessary steps to restore the relation which will be fixed by the budget between the revenue and expenditure figures;

3. To strengthen the control over the execution of the budget;

4. To secure, before June 30th, 1933, the vote of:

- (a) Statutory Regulations for officials;

- (b) An amendment of the present law on public accountancy, making it possible to treat the monthly budgets as authorisations for commitments and not merely as authorisations for payments;

- (c) Special legal provisions to guarantee the punctual payment of salaries and pensions;

- (d) A legal provision establishing a sinking fund to deal with arrears of salaries and pensions.

5. To secure, before December 31st, 1933, the vote of:

- (a) A general law on the budgetary system and the State accounts;

- (b) Either a single law or a number of laws to settle the question of debts, arrangements with creditors, rates of interest, and banking activities.

6. To establish without delay a higher supervisory body for the assessment and collection of taxes.

The Financial Committee, while taking note of this declaration, points out that, allowing for the full service of the foreign debt, the proposals of the Bulgarian Government as regards the new budget involve a total expenditure of 5,700 million leva, as against 5,160 millions of revenue, i.e., a deficit of 540 millions,

which amounts to about three-quarters of the full service of the foreign debt.

A plan was drawn up for facilitating the settlement of the Treasury arrears, which the Financial Committee estimates at 1,500 million leva. The Committee could not contemplate the issue of Treasury bills to be handed over direct to the National Bank lest the stability of the currency should be endangered. The scheme adopted by the Government, in agreement with the Financial Committee, includes the issue of ten- and fifteen-year Treasury bonds to an amount of 200 million leva for the payment of expropriation indemnities, and a further issue of five-year bonds to the value of 200 million leva to cover the arrears due to contractors. The service of these two series of bonds is to be financed by a special budgetary appropriation of the Public Debt Administration.

The arrears of salaries and pensions are to be liquidated by a special Sinking Fund, to be financed by recoveries of taxation arrears and by earmarking 2 per cent of the gross State revenue received during the previous month.

Finally, in order to give a certain elasticity to the Treasury, the Financial Committee proposed that the Council should approve an increase from 600 to 1,100 million leva of the normal limit fixed for the issue of Treasury bills. These 500 million new bills would be placed on the internal money market and the rediscount limit of the National Bank would be raised from 200 to 500 million leva in order to enable the Bank in case of need to rediscount these bills, up to an amount not exceeding 300 million leva. These short-term operations are to be made only with the approval of a committee composed of the Director of the Public Debt Administration, the Governor of the National Bank, the Commissioner of the League, and the Adviser to the National Bank. They may not be authorised before June 10th, 1933, and are to be subject from the outset to the progress made in the execution of the programme for financial reform.

The Council noted on May 26th the report of the Financial Committee and considered the scheme drawn up for the restoration of the financial position.

The Council recognised the far-reaching nature of the measures required of the Bulgarian Government in such a programme of restoration, congratulated that Government upon the decisions it had taken and expressed the hope that its endeavours would speedily be crowned with success. Following the proposal of the Financial Committee, the Council decided to raise to 1,100 million leva the normal limit



for the issue of Treasury bills formerly fixed at 600 millions, and authorised an increase from 500 to 800 million leva, for a period of one year, in the issue of Treasury bills in virtue of special powers previously granted

### 3. Greece.

The Greek Government requested the League in April last to undertake an inquiry into the financial position of Greece.

The Financial Committee, authorised to take the necessary steps, reached an agreement with M. Maximos, Greek Minister for Foreign Affairs, as to the nature of the inquiry, and decided to send a delegation to conduct it on the spot.

This delegation, which had been preceded by technical experts entrusted with preliminary investigations, reached Athens in May. It will submit a report to the Financial Committee early in June.

### 4. Hungary.

The measures taken by the Hungarian Government afford some prospect of an appreciable reduction in the deficit for the financial year 1932-33. Insufficiency of revenue could be met by means of Treasury operations such as the issue of bonds on the internal market and arrangements between the Hungarian Government and certain groups of creditors, the result of which would be to relieve it of the obligation to deposit pengo in the Foreign Creditors Fund.

The draft budget for 1933-34 shows a deficit of 76 millions. The Government hopes to cover it by means of treasury operations similar to those which it is proposed to carry out this year.

The Financial Committee acknowledged that progress had been made in reducing expenditure. It nevertheless submitted certain proposals to the Finance Minister which would, in its opinion, permit of a further reduction of the deficit in the forthcoming financial period.

The Financial Committee noted that the payment of the coupon of August 1st, 1933, on the Reconstruction Loan had been rendered possible by transfers made by the Hungarian National Bank, together with moneys still in the hands of the Trustees of the Loan. It expressed the hope that Hungary would make every effort to increase the sums transferred for this purpose which, if judged by the exchange reserves at present in possession of the National Bank, would only suffice for a partial payment of coupons falling due subsequently.

The Council noted the Financial Committee's report

### 3. Roumania.

The Financial Committee drew the Council's attention to certain difficulties in matters of detail which had arisen in connection with the application of the Agreement reached with the Roumanian Government, notably as regards the position of the Adviser to the National Bank.

The Council, on May 26th, endorsing the proposal of its rapporteur, the Norwegian representative, considered that, though the solution adopted by the Roumanian Government differed from the provisions agreed upon last January, the difference was not sufficient to justify its refusal to put the Agreement into force. It noted that the Roumanian Government had not deposited the instrument of ratification of the Agreement until after the expiry of the time limit allowed, but decided nevertheless that this ratification should be regarded as valid.

### (b) Work of the Economic Committee.

On May 24th the Council considered the report of the Economic Committee on the work of its thirty-ninth session, which was held at Geneva from May 15th to 17th, 1933. It dealt at this session with the question of its participation in the Monetary and Economic Conference and with the wheat problem.

### 1. Participation of the Economic Committee in the Monetary and Economic Conference.

The Committee's last session was chiefly devoted to a thorough study of the various questions which will come before the London Conference. Nevertheless, judging that it would be futile to suggest partial solutions before the Governments had defined their attitude towards the general principles, the Committee decided not to submit concrete suggestions on any specific item.

The Committee appointed two of its members, M. Stucki its Chairman, and M. Dolezal its Vice-Chairman as his substitute, and M. di Nola to attend the Conference in an advisory capacity.

As most of its members will be representing their Governments in London, it was agreed that they should meet whenever advisable in order to discuss the questions with which the Conference is called upon to deal. In its view this would be the most practical method of making an effective contribution to the work of the Conference.

### 2. Wheat.

As the problem of wheat appears on the annotated agenda for the London Conference, the Economic Committee thought it advisable

to organise a consultation of experts appointed by the four chief oversea countries exporting wheat: The Argentine, Australia, Canada, and the United States.

These experts met at Geneva from May 10th to 17th, under the chairmanship of M. Schuller, member of the Economic Committee.

After having considered the general aspects of the problem, examined the present position, and inquired into the causes of the slump in the wheat market (fall in prices, accumulation of stocks, lack of adjustment between production and consumption), the experts expressed the opinion that the three main factors in any concerted international action for the recovery of prices should be:

(a) Limitation of production and, if necessary, of exports;

(b) Liquidation of stocks;

(c) Maintenance of a reasonable import margin in the European importing countries.

This action, however, is regarded as a temporary measure which should cease as soon as the exceptional circumstances which justify it at present have disappeared. A substantial rise in the price of wheat would in itself be a powerful remedy for the agriculturists' distress, and thereby help materially in mitigating the general depression.

After consulting their Governments, the experts met again in London on May 29th.

\* \* \*

The Economic Committee, which has already dealt with the sugar problem,\* received a request from the International Sugar Council that this question should be placed on the agenda of the London Conference. The Committee considered that it was not in a position to modify the agenda drawn up by the Commission of Experts. It observed, however, that the question is implicitly included under the heading "Organisation of Production."

(c) *Grants by the Rockefeller Foundation for the Continuation of Certain Tasks Undertaken by the League.*

#### 1. *Grant for the Fiscal Committee's Work.*

The Council accepted on May 22nd an offer made by the Rockefeller Foundation to grant, for a period expiring on July 1st, 1936, the sum of 50,000 dollars by way of contribution to the work of the Fiscal Committee on international taxation problems.

#### 2. *Grant for the Promotion of the Analytical Research Work of the Financial Section and Economic Intelligence Service.*

On the same day the Council accepted an offer of 125,000 dollars made by the Rockefeller Foundation for the promotion of the analytical research work of the Financial Section and Economic Intelligence Service, on the understanding that this grant would not substitute appropriations normally voted by the Assembly for such research.

\* \* \*

The Council instructed the Secretary-General to convey its thanks to the Rockefeller Foundation for these generous gifts.

#### 2. HEALTH ORGANISATION.

##### *Renewal of the Term of Office of the Health Committee.*

On May 24th the Council extended the term of office of the Chairman and members of the Health Committee until December 31st, 1933.

#### 3. COMMUNICATIONS AND TRANSIT.

##### *(a) Petition from the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company in Vienna.*

In September, 1932, the Council decided to adjourn its consideration of the petition from the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company in Vienna for six months in the hope that the parties concerned, namely, the Austrian Government, the Yugoslav Government, and the Company, would be able to conclude a friendly agreement within that period.†

As the League has received no notification that such an agreement has been reached, the Council, on the proposal of its rapporteur, the Polish representative, appointed on May 30th three experts who will decide on the preliminary question of the applicability of Article 320 of the Treaty of St. Germain en Laye. If they decide that the article is applicable and if, within a period fixed by them and beginning from the notification of the award to the parties, the latter have not informed the arbitrators that they have reached a friendly agreement, the Council resolved that the arbitrators should give an award on all matters in dispute which may still prevent an agreement between the petitioning company and the States whose territory is concerned.

The experts appointed by the Council are: M. Guerrero, former Minister for Foreign Affairs

\* See Monthly Summary, Vol. IX, No. 7, page 242.

† See Monthly Summary, Vol. XII, Nos. 8/9, page 254.

of Salvador, M. A. Politis, former Director of the Greek Railways, M. R. Mayer, honorary *maître des requêtes* of the French Council of State (Conseil d'Etat)

(b) *Road Traffic.*

The Permanent Committee on Road Traffic met at Geneva, under the chairmanship of M. Nordberg (Finland), from May 29th to June 1st.

It considered a number of recommendations and resolutions drawn up by the European Road Traffic Conference in 1931.\* These deal with light signals, uniform signals for police officers directing traffic, and for drivers of vehicles, etc.

The Committee discussed the problem of light signals, and expressed the opinion that the two systems at present in force at cross roads, the single colour and the tri-colour system (red, yellow, green) should constitute the only system to be contemplated by Governments if serious confusion was to be avoided. It considered that a uniform system should be adopted throughout each country. It emphasised that the colour of signs indicating the vicinity of obstacles to be avoided, such as refuges, should be neither red nor green, but orange.

As regards the height at which signals are placed, the Committee further decided to draw the attention of Governments and tourist associations to the desirability of remedying the situation arising from the fact that signals are placed too high to be seen by drivers of the low-body type of car which is at present being built.

Concerning signalling by policemen directing traffic, the Committee expressed the view that the system which it had recommended in 1929 should be maintained. It pointed out, however, that traffic policemen should be so equipped and placed as to be easily visible to all users of the road; that the signs used by them should be easily understood and limited to the minimum; and that every country should have a uniform system throughout its territory. The Committee thought, nevertheless, that additional signs should be permitted where local traffic conditions rendered them necessary.

The Committee recommended for drivers of closed cars and lorries, who are unable to make arm signals from both sides visible both in

front and behind, the adoption of a uniform system of warning signs by means of a mechanical appliance projecting from each side of the vehicle and visible by day and night. It also recommended the general adoption of a stop signal to indicate that brakes are being applied.

The Committee, having examined the report on the twelfth session of the International Association of Railway Congresses, held at Cairo in January last, which recommended the installation of automatic signals at specified types of level crossings, expressed the view that the adoption of this system would be subjected to a uniform standard to be agreed upon by all nations. As, however, the question did not come within the exclusive competence of the Road Traffic Committee, it suggested that a mixed committee, consisting of three experts to be appointed by its President and three to be appointed by the Permanent Committee on Transport by Rail, should be set up.

The Committee considered a certain number of claims put forward by motor drivers, and submitted to it by the International Labour Federation of Transport Workers. These bear on the physical capacity of drivers, the minimum age for the granting of licences, compulsory brakes for trailers, etc. The Committee decided that some of these claims should be dealt with by the national authorities in the various countries, and that others required further study, which it could undertake.

The following participated in the Committee's work: M. Nordberg (Finland), Chairman, Mr. P. C. Franklin (Great Britain), Prince Ghika (Roumania), M. Z. Janak (replacing M. Roubik) (Czechoslovakia), M. E. Mellini (Italy), Dr Fritz Muller (Germany), M. Henri Rothmund (Switzerland), M. J. N. Urgoit (Spain), M. A. Valsinger (Sweden), M. C. Walckenaer (France), M. J. Quinclet, representing the International Tourist Alliance; Colonel G. Péron, representing the International Association of Recognised Automobile Clubs; M. A. Kundig, representing the International Federation for Commercial Motor Transport; M. Clouzot, representing the Permanent International Commission for First-Aid on the Road; M. J. Drbohlav, representing the International Labour Office.

## VII.—PROTECTION OF MINORITIES.

### APPLICATION OF THE GERMANO-POLISH CONVENTION OF 1922 RELATING TO UPPER SILESIA.

(a) *Petition of the Deutscher Volksbund, of M. Bienek, and M. Kanolek.*

The first of these petitions concerns the question of the property rights over the St

Julius Hospital at Rybnik, and the other two relate to the personal situation of the petitioners. Though referring to different subjects, they have one element in common, namely, all three deal with questions subject to domestic jurisdiction. As this objection, made by the Polish Government, raised a previous question of a definitely legal character, the Council had

\* See Monthly Summary, Vol XI, No 3, page 90.

referred it in February last to a Committee of Jurists (M. Max Huber, M. Bourquin, and M. Pedroso). The jurists were asked for advice as to whether the Council could deal with a petition if the persons concerned had not exhausted all the means of recourse placed at their disposal by the internal legislation.

The jurists replied in the affirmative.

On May 24th the Council adopted the jurists' report unanimously; France, Poland, and Czechoslovakia abstaining from the vote. On the proposal of its rapporteur, the representative of the Irish Free State, the Council decided to place the question on its agenda.

The Polish representative stated that he could not agree with certain legal considerations which had guided the Committee of Jurists in its work. The Polish Government continued to think that the generally accepted principle of international law, according to which means of redress provided by national law should be exhausted before any appeal was made to an international jurisdiction, could not be considered as abrogated in the application of the system for the protection of minorities.

On May 26th the Council adopted the conclusions of its rapporteur on the three petitions without discussion.

With regard to the petition concerning the property rights over the St. Julius Hospital, the Council noted that the proceedings before the Polish courts had been terminated on July 29th, 1932. The question before the Council was, therefore, whether the measures taken by the Polish authorities were compatible with the provisions of the Geneva Convention. In view of the legal character of this question, the Council decided to entrust it to a committee of jurists to be appointed by its President. This Committee will submit its report to the Council in September.

As regards the petition of M. Bienek, concerning his expulsion from the Voivodie of Silesia (Poland), and that of M. Kaziolek on his personal situation, the Council decided to await the decision of the Warsaw Supreme Court, before which the two cases are still pending. It expressed the hope that the Polish Government would be in a position to communicate the text of the decision before its next session.

#### (b) *Petition Presented by M. Bernheim*

On May 26th the Council decided to place on its agenda a petition from M. Frantz Bernheim, dated May 12th, 1933, concerning the situation of the Jewish minority in Upper Silesia.

The representative of Germany, who had previously asked that the consideration of this question should be adjourned in order to

establish whether the petitioner was competent to submit a petition under Article 147 of the Geneva Convention, withdrew his opposition to its insertion on the agenda on the understanding that M. Bernheim's qualifications to submit the petition would be examined when the substance of the matter was considered. He also stated, on behalf of his Government, that the international conventions concluded by Germany could not be affected by German internal legislation, and that if any infringements of the Geneva Convention had taken place in German Upper Silesia they must be considered as errors due to misconstruction of the internal laws by subordinate authorities.

On May 30th the Council noted the conclusions of its rapporteur, the representative of the Irish Free State, on this petition. The question raised was whether the application of a number of laws and administrative orders in the territory of Upper Silesia concerning the position of the non-Aryan population was compatible with the minority provisions of the Geneva Convention relating to Upper Silesia. The laws and orders in question, to which the petition contains specific references, concern, in particular, the status of civil servants, the position of lawyers, notaries, and doctors, and schools and universities. The rapporteur pointed out that those laws and orders involved restrictions in various forms which would apply only to persons belonging to the Jewish population. One of them, that dealing with schools and universities, contained a clause to the effect that "obligations incurred by Germany under international treaties were not affected" by its provisions. The petition referred, without mentioning any actual cases, to the boycott of Jewish shops, lawyers, doctors, etc., and the failure of the authorities and officials to protect the Jewish population, which, it was alleged, had thus been officially outlawed.

After recalling that the German Government had made reservations as to the petitioner's right to invoke Article 147 of the Geneva Convention, the rapporteur added that a perusal of the laws and administrative orders mentioned in the petition made it clear that in so far as some, at any rate, of their stipulations had been applied in Upper Silesia, this application could not have taken place without conflicting with a number of clauses of the Geneva Convention.

The rapporteur then referred to the statement made by the German representative in the Council on May 26th, which, he thought, might be taken to mean that the German Government was resolved to see that the provisions of the Geneva Convention were observed in Upper

Silesia. This implied, in his opinion, that the German Government would take measures to ensure that, in so far as they were incompatible with the Geneva Convention, the provisions of these laws should not be applied in Upper Silesia. It also implied that persons who, because they belonged to the minority, had lost their employment and found themselves unable to practice their trade or profession in consequence of the application of these laws, would be reinstated without delay.

He proposed that the German Government should, in accordance with the principle which had been followed in the past, and to the maintenance of which the Council attached great importance, keep him informed of the decisions and measures it might think fit to take in this connection. He also asked the Council to take note of the declarations of the German Government, being convinced that it would do everything necessary to ensure that the provisions of the Geneva Convention regarding the protection of minorities were fully respected.

As regards any damages that might have been sustained in consequence of the application of these laws and orders in Upper Silesia by persons belonging to the Jewish minority, and, in particular, by the petitioner himself, the rapporteur reminded the Council that these cases could be investigated under the local procedure. He therefore suggested that the Council should request the German Government to arrange for the petitioner's case to be submitted to that procedure forthwith.

The representative of Germany said that he was unable to accept the terms of the report. Referring to the reservations he had made with regard to the petitioner's qualifications to bring the matter before the Council, he explained that M. Bernheim was not connected with Upper Silesia by any ties either of origin or family. He had only recently been established in a business house there. Even admitting that he was entitled to claim for himself the rights conferred by Article 147 owing to alleged personal injustice, he had no right whatever to submit a petition on the application of the German laws in Upper Silesia, seeing that these laws did not in any way affect him.

The President noted that the German representative's declaration appeared to contain two reservations. One was a special reservation: Was M. Bernheim entitled to submit a petition? The other was of a wider character: Was M. Bernheim entitled to raise a general question?

The rapporteur asked the Council to authorise him to obtain the opinion of a committee of jurists on these two points, in order to enable

him either to maintain his report as it stood or to propose any necessary changes.

The representative of the United Kingdom agreed that it was desirable to clear up the legal difficulties which persisted, and added that if he did not seek to controvert some of the arguments brought forward by his German colleague it must not be held that he endorsed them.

The French representative supported the proposal that the question of receivability should be settled by a committee of jurists. He did not desire that this problem should be dealt with outside the special limited case of Upper Silesia at present under discussion, but he wished to state that this was only one aspect of a more general and more moving problem. In making this observation he remained faithful to a very ancient tradition of his country which, in the national sphere, had emancipated the Jews immediately after the Revolution and had been the first to place the problem on an international plane. In 1878, at the Congress of Berlin, when new nations were being brought into existence—Serbia, Roumania, and Bulgaria—France had stipulated that the Jews should be given equality of rights in these countries.

The French representative said that there was no disagreement on this point between him and the representative of Germany. In the discussions at the Peace Conference Germany had herself asked for the minority treaties, and had at the same time made it quite clear that she intended to ensure respect for the rights of minorities in her own territory.

The representative of Poland, as a co-signatory of the Convention on Upper Silesia, pointed out that the representative of Germany had, to some extent, abandoned the position which his Government had hitherto taken up. It had always endeavoured to give as wide an interpretation as possible to the texts relating to the protection of minorities. He knew very well that from the point of view of formal law the Council could deal only with the position of the Jewish minority in Upper Silesia. All members of the Council had, however, at least a moral right to make a pressing appeal to the German Government to ensure equal treatment for all the Jews in Germany.

The representative of Poland said he thought this moral right followed from the German delegate's declaration at the Peace Conference on May 29th, 1919, of which the Allied and Associated Powers had taken note on June 16th, 1919. He also desired to call attention to the resolution adopted by the Assembly on September 22nd, 1922, expressing the hope "that the States which are not bound by any legal

obligations to the League with respect to minorities will nevertheless observe in the treatment of their racial, religious or linguistic minorities at least as high a standard of justice and toleration as is required by any of the Treaties and by the regular action of the Council."

The Polish Government expressed the hope that the German Government would not refuse to take account of the recommendation contained in that resolution, for Germany had always claimed that she was the champion of minorities. He recalled the statements of M. Curtius on September 22nd, 1930, and M. von Rosenberg on October 6th, 1932, by which the German Government had recognised the value of making the protection of minorities general, and had declared its readiness to participate actively in doing so.

In his opinion the example of the Jewish minority in Germany, which had legal protection only in a small portion of German territory, must lead to the conclusion that the present system for the protection of minorities was inadequate. It must appear to all States with minority undertakings, especially at a moment like the present, when the urgent need for the protection of minorities was felt elsewhere than in their own countries, that the system was clearly contrary to the principle of the equality of States. To public opinion the system must appear incomplete, since it included only certain arbitrarily selected States. He hoped that the Assembly would go fully into this problem at its next session.

The Spanish representative said that Spain had no national or political interest in the problem before the Council. What interested Spain was the affirmation of the principles and methods which the League recognised. He thought it a matter of the highest importance that the system for the protection of minorities should be fully and scrupulously applied.

The representative of Norway said that the protection of minorities constituted not only a legal but also a moral duty for the League. It was not merely a question of protecting certain sections of peoples who might be in a more or less inferior position, but of ensuring the development of these minorities and of giving them the assurance that they would receive equal treatment.

In his opinion no nation could argue that these were exclusively internal questions. At the present time there were no purely internal questions. Any problem that arose in a country might have such effects outside the country as to make of it an international problem.

The representative of Czechoslovakia said that a civilised community of nations could not disregard the claims of justice, not only international justice, but justice itself.

In reply the German representative said that the discussion at the Council table must be limited to the situation existing in Upper Silesia, and must in no way exceed the Council's competence. He did not desire to enter into the question whether the Jewish population in Germany had or had not the character of a minority, but would point out that Germany had voluntarily extended very ample rights to the minorities living in her territory. The practical application of those rights had never given rise to justified complaints.

With regard to the obligations assumed by Germany under the Geneva Convention, he would refer to the declaration he had made before the Council, which was clear and definite. He could not admit that there was any doubt as to its meaning.

The representative of Germany unreservedly supported the general observations made as to the importance of the protection of minorities. Germany would always take great interest in the practical application of the protection of minorities as guaranteed by international conventions. The problem must, however, be placed in the right perspective. Recently the principles of morals and of civilisation had been put forward in certain circles with an emphasis which had never been attached to them in other cases in which minority affairs had been discussed. He recalled the large number of complaints of serious injustices presented to the League by European minorities, and said that if, in those cases, the desire for justice had been as frankly and eloquently expressed as at the present time, the League, as the guarantor for minority treaties, would perhaps have been less criticised.

He did not desire to turn to the past, but would prefer to see in the words of his colleagues an assurance for the future application and extension of the protection of minorities and for the complete execution of the existing treaties. If that was so, the German representative thought his colleagues would have made a valuable contribution towards the cause of European solidarity.

On the other hand, considering that it was unnecessary to have the question of the petitioner's right to apply to the Council examined by the jurists, in view of the fact that the matter could be settled by local procedure, the representative of Germany abstained from voting on the rapporteur's proposal.

The representative of the Irish Free State

said that, as rapporteur for minority questions, he could not accept any suggestion that the Council had not done its duty in the past, and was sure all the Members were in agreement with him that the Council would in the future, in this case as in all other cases, do its duty

## VIII.—ADMINISTRATIVE QUESTIONS.

### SAAR BASIN.

#### 1 *Position of Saar Officials after the Plebiscite*

In a letter dated May 4th, 1933, the Chairman of the Saar Governing Commission submitted to the Council certain considerations as to the position after the plebiscite of the officials of the Saar territory that had aroused uneasiness among those concerned. He explained that legitimate anxiety on the part of the Saar officials was chiefly due to the promulgation of the German law of April 7th, 1933, concerning officials. There are in the service of the Saar Governing Commission, in addition to those recruited by it direct, over 6,000 officials placed at its disposal by the German Reich and the Railway Company of the German Reich, Prussia, and Bavaria.

The Chairman reminded the Council in his letter that the Governing Commission and the German Government had concluded an agreement at Baden-Baden on December 21st, 1925, with a view to regulating as far as possible this dual situation. This agreement, which defines on certain points the rights and duties of the Governing Commission as regards officials seconded by the German Government, nevertheless leaves intact the powers it derives from the Peace Treaty of Versailles. The Commission considered that the publication of newspaper articles threatening the German officials with reprisals had aroused their apprehension for the future and had dissuaded them from loyally carrying out their duties to the Governing Commission. The latter strongly deplored "a propagandist action which was disturbing the officials' minds by endeavouring to prove to them that the instructions they received and the measures they were required to carry out were incompatible with their personal convictions or were even contrary to a certain conception of the general interest."

The Chairman went on to say that pressure of this kind might have the most serious consequences in the strictly administrative sphere, and that it was, in any case, inadmissible in a territory the future fate of which was still uncertain. Moreover, as the date fixed for the plebiscite approached, the officials were naturally more and more concerned about their

At the close of this debate the Council decided to await the report of the Committee of Jurists (M. Huber, M. Bourquin, and M. Pedroso) on the two questions raised in the reservations of the German representative before taking a decision.

future and the maintenance of their rights, whatever the régime established after the plebiscite.

The Governing Commission accordingly considered that it was important to take practical decisions giving all officials in the Saar territory, irrespective of their origin or nationality, an assurance that their present and future rights resulting from the deed of appointment which they had received from the Governing Commission, would in all circumstances be fully safeguarded. It therefore requested the League Council to pass a resolution to that effect.

On May 27th the Council considered the letter from the Chairman of the Governing Commission and the conclusions of its rapporteur, the Italian representative. The latter proposed that the Council should adopt the following resolution:

"The Council, conscious of the obligations laid upon it by the Treaty of Versailles in this connection, affirms the principle that the rights of the officials of the Saar territory will in all circumstances be safeguarded. It will decide later as to the details of application of this principle, including the fixing of equitable pecuniary compensation to be granted to those of the officials who cannot be taken over by the successor Government, basing itself on any agreements which may have been concluded between the Governing Commission and the Government concerned."

The German representative stated in the course of the debate that the Governing Commission's note had not been sent with the object of raising or criticising any question of German domestic policy which could not have been discussed in the Council.

He drew the Council's attention to the fact that the position of the German Government with regard to the officials serving in the Saar territory differed according to whether they were seconded German officials, or officials whom the Governing Commission had recruited direct. The first category was subject to the legal principles applicable to German officials, in so far as they were not covered by the arrangement of December 21st, 1925. As to the second category, there was no legal or contractual relation between them and the German Government, and these officials were fully aware when

they entered the Governing Commission's service that they would be under a régime of limited duration. Nevertheless, when the time came, the German Government would show the utmost possible goodwill to officials of both categories, being convinced that no great difficulties would be encountered by it in settling their future.

The German representative said that it was very doubtful whether it was possible for the moment to go beyond these general considerations. At the present time it was impossible to define the rights of the officials which would have to be safeguarded, and this could only be done when the present régime had come to an end. The uncertainty as to their future felt by these officials was general, and existed in many other spheres in the Saar territory. The German Government was inclined to think that it would have been better not to deal with the matter immediately, but to await the end of the provisional régime. But in spite of very serious apprehensions it had decided to meet the wishes of the Governing Commission so far as possible.

He therefore accepted the rapporteur's proposal, believing that he was interpreting it correctly in saying that for the moment the intention was simply to lay down a general principle, while reserving the details of its application for future settlement.

The German Government would get into touch with the Governing Commission on this matter at a suitable moment.

The French representative said he must express certain reservations as to the distinction between seconded German officials and officials recruited direct by the Saar Governing Commission. He regarded them all as international officials, both categories having sworn to serve the Saar Governing Commission, and being bound to assist it in the particularly difficult task which it had to fulfil.

On behalf of his Government, he would unreservedly accept both the conclusion and the terms of the Italian representative's report. He emphasised the fact that the Governing Commission was an organ of the League. At the present time it was asking for the Council's support, which must be generously accorded. It was faced with a distressing situation which had arisen in a plebiscite area when the plebiscite was drawing near. If the plebiscite was to be honestly carried out it was essential that all the officials should maintain strict neutrality, and in order to do this they must naturally feel secure. Security could only result from the assurance to be given by the Council.

The representative of the United Kingdom expressed his approval of the report and draft resolution as they stood.

The Chairman of the Governing Commission, after having thanked the Council for the assurance of its moral support, welcomed the draft resolution, which safeguarded for the future the rights of those officials who had faithfully served it.

The resolution was adopted by the Council.

## 2. *Report of the Saar Governing Commission.*

The Governing Commission of the Saar Territory communicated its 53rd periodical report to the Secretary-General of the League.

This report, a summary of which is given below, describes the Commission's activities during the first quarter of 1933.

1. *Economic and Social Situation.*—The report gives production statistics for coal, coke, pig iron, and steel, as well as cost of living figures.

As regards unemployment, it states that the number of unemployed fell from 44,311 in December, 1932, to 42,389 at the end of March, 1933.

2. *Administrative Matters.*—The Commission proceeded with the systematic abolition of housing control, and endeavoured to bring about a return to normal conditions wherever possible. The restrictions only remain in force in 14 districts.

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After having provisionally prohibited all political meetings, the Governing Commission withdrew this measure in the case of what are known as "closed" meetings (that is, meetings not open to the general public), provided that those responsible for their organisation took the necessary precautions to avoid street incidents or demonstrations. As, however, these injunctions were frequently infringed by the Nationalist Socialist Party, the Governing Commission was obliged to prohibit all meetings of this Party indefinitely.

On the occasion of the budget vote the Commission noted that the falling off in the yield of taxation in 1932 had been more serious than was supposed when the fiscal measures were adopted in July and August, 1932. As the accounts for the financial year 1932 have not yet been closed, it is impossible to estimate how great the deficit will be; the Commission is, nevertheless, convinced that in order to meet it the reserves should be drawn upon for the necessary funds. The Commission prepared consequently its budget for 1933 on the most strictly economic basis.

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The Commission continued its negotiations with the French authorities with a view to obtaining import facilities in respect of goods subjected to a system of quotas or import permits, for the benefit of the people and trade of the Saar Territory.

\* \* \*

In order to assist the railways in withstanding the competition of road transport, the Commission adopted a series of measures for the improvement of the railway services, and also introduced a system of permits in respect of road transport. In principle, permits will be refused whenever the railways are in a position to perform the same services as road vehicles, and will be granted in the contrary event.

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As the result of the explosion of Neunkirchen, serious damage was done to all the school buildings in the town. The Commission was therefore compelled to make provision for the continuation of the children's education.

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The report also contains an appendix dealing with the judicial inquiry into the explosion of Neunkirchen, and another appendix devoted to unemployment and the steps taken to deal with it during the period April 1st, 1932, to March 31st, 1933.

As regards the Neunkirchen catastrophe, the inquiry showed that the explosion was caused by a series of unfortunate circumstances for which, from the point of view of criminal law, no one can be held responsible.

## IX.—INTELLECTUAL CO-OPERATION.

### 1. PERMANENT COMMITTEE ON ARTS AND LETTERS.

A delegation of the Committee on Arts and Letters, on the invitation of the Spanish Government, met at Madrid on May 3rd to May 7th for a second of the series of conversations which it was decided to initiate when the Intellectual Co-operation Organisation was re-organised.\*

The subject of the conversations was the future of civilisation. In addition to the members of the Committee or their substitutes, numerous Spanish and foreign personalities took part.

The meeting was opened by M. de Zulueta, Minister for Foreign Affairs of Spain.

M. Garcia Morente, Dean of the Faculty of Philosophy at Madrid, opened the discussion, under the chairmanship of Madame Curie.

The discussion dealt with the following points: individual and national civilisation; relation between national civilisations; compatibility of a general conception of civilisation with strictly national forms of civilisation; preservation of the educated classes; popular education, the social aspect of civilisation, civilisation regarded as a means of bringing people and nations together.

The Committee, on the proposal of M. de Madariaga and M. Jules Romains, endeavoured to give definite form to certain ideas which emerged in the course of the discussion. The text of the form given them is as follows:

#### 1.

The Committee is of opinion that the near future of civilisation in all its forms is closely

bound up with the maintenance of general peace; all other conditions, special or technical, depending upon this one primary condition.

#### 2.

The Committee is of opinion that the future of civilisation, even within the several nations, is closely bound up with the development of its universal aspects, which, in turn, depend upon an organisation of mankind as a moral and legal unity.

#### 3.

The various national civilisations can only be viewed in relation to one another and with the universal civilisation which includes them all. Mankind, therefore, can only achieve full civilisation if there is complete opportunity of intellectual intercourse between men, nations, and institutions.

#### 4.

The Committee is of opinion that the reasons which justify restrictions on the liberty of the individual within the national group remain valid in respect of the nations themselves in their respective conduct and in their mutual relations.

Universal civilisation at the stage at which it now stands cannot develop or even be maintained at its present level if the nations do not in their own interests accept a restriction of their liberty of action in deference to moral and legal rules, the moral and legal unity of mankind being a necessary condition in accordance with the views already expressed of the future of civilisation.

#### 5.

In order to protect civilisation against the dangers which may arise from the egoism and

\* See Monthly Summary, Vol. XI, No. 7, page 177, and Vol. XII, Nos. 8/9, page 254.

the spirit of conformity of individuals or groups and from the excessive specialisation or indifference of the majority of mankind, it is essential to contemplate the organisation and extension to all persons of a broadly human education based on an active acquaintance with the various schools of thought and on scientific method, particularly in view of the liberal outlook upon the world at large produced by such an education. Such education should also aim at a progressive training, having due regard to individual aptitude, but without premature specialisation

## 6.

The Committee is of opinion that since the future of civilisation primarily depends on the activities of its most gifted representatives, it is of the utmost importance that the methods of recruiting and selecting young people with a view to the discovery and development of their natural talents should be carefully studied.

This important question should be the subject of thorough investigation.

## 7.

The Committee, though it does not share the pessimistic feelings of those who declare that European civilisation is in process of decay, feels, nevertheless, that the future of European civilisation is definitely subject to certain conditions. Apart from the conditions already mentioned are the following:

1. The creative efforts of the leaders of thought who give to the products of the human mind their supreme value and quality;

2. An elasticity and diversity in the forms of life which, giving free play to original initiative, make it possible to avoid the perils of uniformity;

3. An organisation of labour which will correct the inevitable evils of specialisation by giving rise to a feeling of essential unity in all the productions of the mind.

The Minister for Justice of Spain, after the adoption of the above texts, pronounced the closing speech

The following members of the Committee on Arts and Letters took part.

M Brendal (substitute to M Ostberg),  
Madame Curie (substitute to M Destrée),  
M Langevin (substitute to M. de Reynold),  
M. Lehmann (substitute to M Thomas Mann),  
M de Madariaga,  
M. Oprescu,  
M. Orestano (substitute to M. Ojetti),  
M. Strzygowski,  
Mlle Vacaresco,  
M. Paul Valéry.

The following were invited to take part in the conversations:

M Augustin Calvet (Spanish, journalist),  
M. G. Maranon (Spanish, Professor at Madrid University),  
M. Manuel Garcia Morente (Spanish, Dean of the Faculty of Philosophy and Letters at Madrid),  
M. de Unamuno (Spanish, Rector of the University of Salamanca),  
M. Julio Dantas (Portuguese, President of the Portuguese National Committee on Intellectual Co-operation),  
M. Estrada (Mexican, Ambassador of Mexico at Madrid),  
M Edwin M. Gay (American, Professor at Harvard University),  
Mr. J. B S. Haldane (British, Professor at London University),  
M. W. Pinder (German, Professor at Munich University),  
M Jules Romains (French, novelist and dramatist),  
M. A. R. Severi (Italian, Professor at Rome University),  
M. Szymanowski (Polish, composer)

## 2. RE-ORGANISATION OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAFIC INSTITUTE.

On May 24th the Council approved a report submitted by the Italian Government on the re-organisation of the International Educational Cinematographic Institute. The report suggests how to maintain and, if possible, extend the activities of the Institute in spite of the considerable reduction in its budget.

The Italian Government, guided by considerations similar to those which prompted the League Council and the Intellectual Co-operation Committee to study what means could be taken to modify its organisation and bring it into line with new requirements, proposed that the number of members of the Governing Body be reduced from sixteen to eleven, and that of the members of the Permanent Executive Committee from five to four, exclusive of the Chairman. It further suggested certain slight modifications of the Organic Statute and General Administrative Regulations of the Institute.

The Council decided that the new Organic Statute and General Administrative Regulations of the Institute should come into force immediately.

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On May 26th the Council dealt with the renewal of the membership of the Governing

Body of the International Educational Cinematographic Institute.

On the proposal of its rapporteur, the representative of Italy, the Council appointed the following as members of the Governing Body for a period of five years.

Professor Alfredo Rocco (Italian), President of the Governing Body of the Institute, member of the Committee on Intellectual Co-operation.

Mr. J. W. Brown (British), Director of the British Film Institute.

Count H. Carton de Wiart (Belgian), member of the League of Nations Child Welfare Committee.

M. Henri Focillon (French), member of the League of Nations Permanent Committee on Arts and Letters.

Mr. Nagendra Nath Gangulee (India), Doctor of Philosophy, Professor of Agriculture and Rural Economy at Calcutta University.

Dr. Nicolas de Kozma (Hungarian), Ministerial Counsellor, President Director of the Hungarian Telegraph Agency.

Dr. Hugo Krüss (German), member of the Committee on Intellectual Co-operation.

M. Rodolfo Llopis (Spanish), Deputy at the Cortes, former Director-General of Primary Education.

Mlle Gabrielle Mistral (Chilian), former head-mistress of a girls' secondary school, authoress

M. G. Oprescu (Roumanian), member of the League of Nations Permanent Committee on Arts and Letters.

M. Ryszard Ordynski (Polish), President of the Polish Film Industry Association.

Professor G. de Reynold (Swiss), member of the Committee on Intellectual Co-operation.

M. Louis Lumière was asked to join the Governing Body as an honorary member.

The Council paid a tribute to all the members of the Governing Body, and especially to those whose term of office it was not possible to renew on account of changed conditions.

It invited the Governing Body, when appointing the advisory and technical Committees, to take into account the recommendations of the Permanent Executive Committee regarding an equitable representation of the different civilisations.

### 3. EDUCATIONAL INFORMATION

A number of Directors of national centres of educational information met on May 11th at the Institute of Intellectual Co-operation in Paris, under the chairmanship of M. Horatio Krans, Director of the American University Union in Europe, to consider means of co-operation between these centres, such as the reciprocal exchange of bibliographical information and of particulars regarding phonographic and cinematographic material for educational purposes.

## X.—INTERNAL ORGANISATION QUESTIONS.

### 1. PAYMENT OF CONTRIBUTIONS TO THE LEAGUE.

Following the receipt of a letter from the Chairman of the Supervisory Commission, the Council, on May 22nd, discussed the present financial position of the League, particularly as regards the payment of contributions by States Members.

The Chairman of the Supervisory Commission made a statement on the League's financial position, and urgently appealed to those members of the Council whose Governments had not up to the present made payment or given notice of payment of their contributions to make personal representations to their Governments on the subject.

The Secretary-General pointed out that it was essential that payments of contributions, which should be regarded as an international obligation, should be made punctually. He

was in favour of a scheme providing for the consolidation of arrears of contributions as far as possible in order that their payment might be spread over a given number of years.

After a discussion in which the representatives of Norway, Guatemala, Spain, France, the United Kingdom and the Irish Free State took part, the Council decided to communicate the minutes of the meeting and the letter from the Chairman of the Supervisory Commission to all States which had not yet paid their contributions for the current year, with a request that they give the matter their careful attention.

### 2. COMMITTEE ON THE ALLOCATION OF EXPENSES

On May 24th the Council appointed M. Zumeta (Venezuela) a regular member of the Committee on the Allocation of League Expenses in place of M. Restrepo (deceased).

## XI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### I. CONVOCACTION OF THE ASSEMBLY: FOURTEENTH SESSION

The Acting President of the Council of the League convened the fourteenth session of the Assembly for Monday, September 4th, at Geneva.

The most important item on the agenda of this session will be, as usual, the report on the work of the Council and of the Secretariat, and on the measures taken to give effect to the decisions of the last session of the Assembly.

The provisional agenda also includes the consideration of the following reports: report of the Committee studying the existing System of Elections to the Council; report of the Commission of Inquiry for European Union; report on the work of the International Nansen Refugee Office; report on the results of the London Monetary and Economic Conference, the report on the work of the technical organisations of the League (Economic and Financial Organisations, Communications and Transit Organisation, Health Organisation, Intellectual Co-operation Organisation); report of the Advisory Commission on Traffic in Opium; report of the Advisory Commission for the Protection and Welfare of Children and Young People, etc

A certain number of administrative questions, such as that of the re-organisation of the League Secretariat and the International Labour Office, are also placed on the agenda.

The Assembly will, in accordance with the Rules of Procedure adopted in 1926, proceed to the election of three non-permanent Members of the Council. The members whose term of office expires in 1933 are Guatemala, Norway, and the Irish Free State.

### 2. THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

The Committee appointed to study the existing system of elections to the Council met at Geneva from May 16th to May 19th, under the chairmanship of M. dei Conti Piola-Caselli (Italy).

Under the present system of elections, apart from the permanent Members and the two States likely to be declared to be re-eligible on the expiration of their term of office, the representation on the Council is usually confined to States belonging to certain groups: Latin-American States, ex-neutral States, the Little Entente, the British Dominions, Asiatic States. As a result of this practice some ten to fifteen Members of the League which form part of no

specific group have no prospect of entering the Council.

To remedy this situation the Committee contemplated two alternative solutions: (a) to modify the present practice so as to make room for representation of a new group to be composed of the States not at present belonging to any group; (b) to create one or two additional non-permanent seats on the Council.

Considering that the present moment was not opportune for far-reaching constitutional changes, the Committee agreed upon a compromise which would have the effect of giving provisional recognition to the claim of the non-grouped States to enter the Council, while postponing the final decision as to further constitutional changes.

Accordingly, in its report to the Council and the Assembly, the Committee recommended that, for the period commencing with the election of the non-permanent Members of the Council at the Assembly's session of 1933 and ending with the election of the non-permanent Members in 1936, the number of non-permanent seats on the Council should be provisionally increased from nine to ten, on the understanding that towards the end of that period the question would be considered afresh.

### 3. INTERNATIONAL ENGAGEMENTS. *Registration of Treaties.*

Among the treaties, agreements, and international engagements registered with the League Secretariat during February are the following:

A Treaty of establishment, commerce, and navigation (Ankara, March 16th, 1931), between Norway and Turkey, presented by Norway;

A Treaty of extradition (Athens, May 6th, 1931), between the United States of America and Greece, presented by Greece;

An Agreement relating to the procedure for putting into effect the recommendations proposed by the Council in the report which it adopted on March 18th, 1933 (Geneva, May 25th, 1933), between Colombia and Peru, registered on May 25th, 1933, following its coming into force;

An Agreement establishing technical advisory co-operation in Roumania (Geneva, January 28th, 1933), registered on May 26th, 1933, following its coming into force;

A Treaty of extradition between Brazil and Paraguay (Asuncion, February 24th, 1922), presented by Paraguay;

A Convention for the delimitation of the territorial waters between the Coasts of Anatolia

and the Island of Castellorizo (Ankara, January 4th, 1932), between Italy and Turkey, presented by Italy;

A Convention concerning workmen's compensation for accidents, between Belgium and French Morocco (Paris, July 24th, 1930), presented by Belgium;

An Agreement between the Post Office of Kenya Colony and Protectorate and Uganda Protectorate and the Post Office of Germany, for the exchange of parcels by parcel post, presented by the United Kingdom;

Two Conventions between the United States and Panama (July, 1926, and December, 1932) for the settlement of Claims, presented by Panama;

A Convention between Spain and Sweden

regarding Air Navigation (Madrid, April 8th, 1932), presented by Spain;

A Convention on the taxation of foreign motor vehicles (Geneva, March 30th, 1931), registered following its coming into force;

An Exchange of Notes constituting an Agreement concerning passports for seamen, between Germany and Norway (Oslo, February 9th and March 3rd, 1933), presented by Norway;

An Exchange of Notes between Japan and the Netherlands constituting an agreement regarding reciprocal exemption from taxation of income and net profits accruing from shipping (Tokyo, January 26th, 1933), presented by the Netherlands;

An Agreement concerning the question of archives, between Austria and Poland (Vienna, October 26th, 1932), presented by Austria.

## XII.—MISCELLANEOUS QUESTIONS.

### 1. PRESENTATION OF A PORTRAIT OF VISCOUNT CECIL OF CHELWOOD TO THE LEAGUE OF NATIONS.

On behalf of the Committee set up to pay a tribute to Viscount Cecil of Chelwood, Sir John Simon (United Kingdom) presented to the League of Nations a replica of a portrait of Viscount Cecil by Mr. Philip de Laszlo

On this occasion Sir John Simon recalled before the Council the notable contribution made by Viscount Cecil to the work and development of the League.

The Secretary-General thanked Sir John Simon for the gift, which will be placed in the gallery of portraits in the future League building.

He added that the League, and the Secretariat in particular, owed a deep debt of gratitude to Lord Cecil.

### 2. PORTRAIT OF THE SECRETARY-GENERAL.

In accordance with a resolution adopted by the Special Assembly in December, 1932, the Council, on the proposal of the representative of Guatemala, decided on May 24th to entrust a Council Committee with the task of making the necessary arrangements for a portrait of Sir Eric Drummond to be painted. The Council specified that the portrait should be ready in time for the inauguration of the new League buildings.\*

## XIII.—FORTHCOMING LEAGUE MEETINGS.

June 15th.—Fiscal Committee, Geneva.

June 19th.—Permanent Mandates Commission, Geneva.

July 3rd.—Advisory Committee of Film Producers, Geneva.

July 5th.—Conference of Government Delegates to Examine the Draft Convention on Educational Films, Geneva.

July 10th.—Delegation of the Sub-Committee of Experts for the Instruction of Youth, Geneva.

July 10th.—First Meeting of the General Council of the International Relief Union, Geneva.

July 13th.—Executive and Directors Committee of the Intellectual Co-operation Organisation, Geneva.

July 15th.—Supervisory Commission, Geneva.

July 15th.—Preparatory Committee for a Second Conference on Buoyage and Lighting of Coasts, Geneva.

July 17th.—Committee on Intellectual Co-operation, Geneva.

August 10th.—Permanent Central Opium Board, Geneva.

September 4th.—Fourteenth (Ordinary) Session of the Assembly of the League of Nations, Geneva.

\* See Monthly Summary, Vol. XII, page 364.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.\*

## 1. TWENTY-EIGHTH (EXTRAORDINARY) SESSION OF THE COURT.

From May 10th to 16th, 1933, the Court held its twenty-eighth (extraordinary) session. This session was convened in the circumstances described below

## 2. ADMINISTRATION OF THE PRINCE OF PLESS (INTERIM MEASURES OF PROTECTION).

On May 3rd, 1933, the German Government filed with the Registry of the Court a document requesting the Court to indicate to the Polish Government, as an interim measure of protection, pending judgment upon the Application of May 18th, 1932, concerning the case of the Administration of the property of the Prince von Pless,† to abstain from any measure of constraint in respect of this property on account of income tax.

On receipt of this request, the President, pursuant to Article 23 of the Statute and Article 57 of the Rules, convened the Court for May 10th, 1933. Furthermore, the President arranged for May 11th, 1933, a public hearing, in order, in accordance with the terms of the same article of the Rules, to give the agents of the Parties in the case concerning the Administration of the Prince von Pless (M. Kaufmann for the German Government and M. Sobolewski for the Polish Government) an opportunity of presenting their observations upon the German Government's application, should they desire to do so.

On May 6th the German Government's Agent announced that he wished to avail himself of this opportunity. On May 8th, however, the Polish Government transmitted to the Court declarations to the following effect: that the summonses for payment (warrant for execution) in respect of the payment of the income-tax of the Prince von Pless for the years 1927-1930 had been sent to the Prince by oversight, the newly appointed head of the department dealing with measures of constraint (of the Taxation Office) having been unacquainted with the documents relating to the matter; that the higher authorities, having learnt that measures of constraint had been taken in respect of the Prince von Pless, the Polish Government had annulled the warrant above-mentioned; that the said Government maintained its declaration

to the effect that it would suspend measures of constraint in respect of the income tax of the Prince von Pless for the years 1927-1930, and would not collect these taxes until the Court had finally decided the dispute pending before it. The Agent of the Polish Government added that he waived his right to a hearing.

On being informed of these declarations, the German Government's Agent stated on May 8th, 1933, that he was in agreement with the course adopted by the Polish Government for the settlement of the question which formed the subject of the application for the indication of interim measures; in notifying this agreement to the Court, he requested the latter to take note of it.

In these circumstances the Court, on May 11th, 1933, made an Order whereby (1) it noted the fact that the Republic of Poland had annulled the measures of constraint taken against the Prince von Pless; (2) it took note of that Government's declaration that it would suspend any measures of constraint and the collection of taxes until the dispute submitted by the Application of May 18th, 1932, had been finally settled; (3) noted the German Government's declaration of agreement; and (4) accordingly declared that the request for the indication of interim measures of protection had ceased to have any object.

## 3. LEGAL STATUS OF CERTAIN PARTS OF SOUTH-EASTERN GREENLAND (NORWAY-DENMARK; DENMARK-NORWAY).‡

The Court, taking advantage of the extraordinary session convened in connection with the Prince von Pless case, formally terminated these suits by an Order made on May 11th, 1933.

Noting the declarations of April 18th, 1933, whereby the Norwegian Government and the Danish Government respectively withdrew their Applications instituting proceedings dated July 18th, 1932, the Order declares the proceedings in regard to the legal status of the part of the south-eastern territory of Greenland which forms the subject of these Applications terminated, and orders their removal from the list

## 4. JUDGMENTS OF THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL (CZECHOSLOVAKIA-HUNGARY).‡

The Court also made an Order, on May 12th, 1933, in which, after noting the declaration

\* This chapter has been compiled on the basis of material furnished by the Registry of the Court.

† This case is now pending before the Court. See Monthly Summary, 1933, Vol XIII., No. 2, page 43.

‡ See Monthly Summary, 1933, Vol XIII., No. 4, page 102

made by the Agent of the Czechoslovak Government on April 8th, 1933, to the effect that that Government withdrew the "appeals" submitted by its Applications of July 7th and 20th, 1932, and taking note of the declaration of the Agent of the Hungarian Government to the effect that that Government acquiesced in this withdrawal, it declares the proceedings begun by the Czechoslovak Government's Applications terminated, and orders the removal of these suits from the list.

5 NEW "APPEAL" CASE BROUGHT BY THE CZECHOSLOVAK GOVERNMENT (CZECHOSLOVAKIA-HUNGARY).

On May 9th, 1933, the Czechoslovak Government filed with the Registry of the Court an Application appealing from a judgment on jurisdiction and merits given by the Hungaro-Czechoslovak Mixed Arbitral Tribunal in the case of the Royal Hungarian Peter Pazmany University versus the State of Czechoslovakia (No. 221). Like the Applications of July 7th and 20th, 1932 (subsequently withdrawn as stated above), the new Application is based on Article X. of Agreement No. 11 for the settlement of questions relating to the Agrarian reforms and Mixed Arbitral Tribunals, between Hungary on the one hand and Czechoslovakia, Rumania and Yugoslavia on the other, signed at Paris on April 28th, 1930; this article provides that, without any special agreement, there shall be a right of appeal to the Court for all judgments on questions of jurisdiction or merits which may be given by these Mixed Arbitral Tribunals (save for certain exceptions). The case also relates to the interpretation of certain provisions of the Treaty between the Allied and Associated Powers and Hungary, signed at Trianon on June 4th, 1920.

By an Order made on May 16th, 1933 the Court, without however thereby prejudging in any way the question whether the Application is admissible or whether it has jurisdiction, has fixed as follows the time limits for the presentation by the Parties of the documents of procedure in this case:

For the case of the Czechoslovak Government, June 15th, 1933;

For the counter-case of the Hungarian Government, July 14th, 1933;

For the Reply of the Czechoslovak Government, August 7th, 1933;

For the Rejoinder of the Hungarian Government, September 1st, 1933

The Czechoslovak Government has appointed as its Agent before the Court in this case M.

Koukal, its Agent-General with the Mixed Arbitral Tribunals.

6. THE "LIGHTHOUSES" CASE BETWEEN FRANCE AND GREECE.

On May 23rd, 1933, the French Minister and the Greek Chargé d'Affaires at The Hague filed with the Registry of the Permanent Court of International Justice a special agreement, dated July 15th, 1931, whereby the French and Greek Governments submit to the Court a dispute which has arisen between them.

This dispute relates to the question whether the contract concluded on April 1st-14th, 1913, between the French firm, Collas & Michel, known as "Administration générale des Phares de l'Empire ottoman," and the Ottoman Government, extending the concession contracts granted to this firm from September 4th, 1924, until September 4th, 1949, was regularly concluded, and accordingly whether it is effective as regards the Greek Government, in so far as concerns lighthouses situated in territories allocated to that Government after the Balkan wars or subsequently.

The time limits which the Parties, in their special agreement, propose that the Court should fix for the filing of the documents of the written proceedings, point to the case being ready for hearing at the beginning of next year.

7. POLISH AGRARIAN REFORM (GERMANY-POLAND).

On May 26th, 1933, the German Minister at The Hague, in a letter to the Registrar of the Court, recalled the fact that the German Government, as it had announced in the Council of the League of Nations on February 1st of this year, would shortly submit to the Court an Application relating to a dispute with Poland concerning the application of the Polish Agrarian reform to the German minority, and concerning other questions connected therewith. The German Government has appointed as its Agent Dr. Viktor Bruns, Professor of Law at the University of Berlin, and Director of the Institute of Foreign Public Law and International Law.

8. PROTOCOL OF SIGNATURE OF DECEMBER 16TH, 1920, CONCERNING THE STATUTE OF THE COURT

On May 11th the Government of Paraguay forwarded the instrument of its ratification of the Protocol of Signature of December 16th, 1920, concerning the Statute of the Court.

## 9. OPTIONAL CLAUSE.

The Government of Paraguay forwarded the instrument of its accession to the Optional Clause of the Court Statute on May 11th. This accession is not subject to any reservations or any time limit. It was accompanied by the following declaration:

"Paraguay recognises purely and simply as obligatory as of right and without a special convention, the jurisdiction of the Permanent

Court of International Justice, as described in Article 36, paragraph 2, of the Statute."

## 10. PROTOCOL OF SEPTEMBER 14TH, 1929, CONCERNING THE REVISION OF THE COURT STATUTE.

The Government of Paraguay forwarded the instrument of its ratification of the Protocol of September 14th, 1929, concerning the Revision of the Court Statute on May 11th.

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

June, 1933.

The outstanding feature of the League's activities during June was the meeting in London of the Monetary and Economic Conference. This is the third great conference on economic and financial problems summoned under the League's auspices. The first was held in Brussels in 1920 and dealt mainly with financial questions; the second, devoted to economic problems, met in Geneva in 1927.

The London Conference, organised by the League at the request of the Lausanne Reparations Conference, is to deal with both the monetary and economic aspects of the present world crisis. It constitutes an international effort for the economic and financial reconstruction of the world. Unlike its predecessors—the Brussels and Geneva Conferences—it is composed not of experts but of government representatives.

The Conference was inaugurated by H.M. King George V. on June 12th. After a general discussion opened by Mr. Ramsay MacDonald, the Conference split up into Commissions.

Among the decisions of principle adopted in *Commissions* may be mentioned those providing for the re-establishment of gold as the international measure of exchange values, the expediency of stability in the international monetary field, the elimination of the use of gold coins and gold certificates in internal circulation, and the reduction to 25 of the gold percentage cover by central banks. By July 1st fifty-four States had acceded to the Tariff Treaty.

\* \* \*

The Chinese delegation communicated to the Secretary-General the terms of the armistice concluded on May 31st between the Chinese and Japanese military authorities. This communication was accompanied by a statement of the President of the Executive Yuan explaining the circumstances which led up to the armistice. It stressed the fact that the agreement concerning the cessation of hostilities was confined exclusively to military matters, and that it did not touch upon political issues or in any way affect the fundamental policy pursued by the Chinese Government in accordance with the principles upheld by nearly all the nations of the world.

The Advisory Committee appointed by the Assembly to assist it in performing its duties under Article 3, paragraph 3 of the Covenant drew the attention of Members of the League to a series of measures involved by their undertaking not to recognise Manchukuo. These measures bear on the participation of Manchukuo in international conventions, postal services, non-recognition of Manchukuo currency and passports, acceptance by foreigners of concessions and appointments in Manchuria, etc.

The dispute between Bolivia and Paraguay over the Chaco is on the road to a satisfactory solution. The Bolivian Government has accepted the proposal for the despatch to the

spot of the Commission contemplated in the Council's report of May 20th. It has also accepted simultaneous negotiations for the arbitration agreement and the suspension of hostilities.

The settlement of the dispute between Colombia and Peru is proceeding in accordance with the Council's recommendations. The Peruvian troops have evacuated the territory of Leticia, the administration of which has been taken over by the League Commission. At the same time the Colombian Government gave instructions for the withdrawal of the Colombian troops from Peruvian territory.

\* \* \*

At the Disarmament Conference the General Commission, on terminating the first reading of the draft convention submitted by the United Kingdom delegation and after deciding that this draft should be accepted as a basis for the future convention, adjourned until June 29th. It instructed the Bureau to prepare a text for the second reading and requested the President to undertake negotiations to that end. The President, having been unable to make satisfactory progress, owing to the session of the London Conference, the General Commission decided, on June 29th, to adjourn afresh until October 16th, in order to enable him to carry the negotiations to a successful issue.

\* \* \*

The Council dealt with a petition concerning the situation of the Jewish minority in German Upper Silesia.

Sir Eric Drummond, whose resignation from his post as Secretary-General of the League became effective on June 30th, handed over his office to his successor, M. Joseph Avenol.

The Mandates Commission, the Committee of Inquiry on Public Works, and the Fiscal Committee also met during June. The Fiscal Committee drew up a model Convention for the prevention of the double taxation of industrial and commercial earnings.

## II.—MONETARY AND ECONOMIC CONFERENCE.

The Monetary and Economic Conference summoned by the Council of the League of Nations met in London on June 12th at 3 p.m.

Delegates from the following sixty-four countries attended the Conference: Abyssinia, Afghanistan, S. Africa, Albania, Saudi Arabia, Argentine, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, the Free City of Danzig,

Denmark, the Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hungary, Iceland, India, Iraq, the Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxembourg, Mexico, the Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Turkey, the Union of Soviet

Socialist Republics, the United Kingdom, the United States, Uruguay, Venezuela, Yugoslavia.

Further, representatives of the following organisations were present in an advisory capacity:

The Economic Committee of the League of Nations;

The Financial Committee of the League of Nations;

The Communications and Transit Organisation of the League of Nations;

The International Labour Office;

The International Institute of Agriculture;

The Bank for International Settlements.

His Majesty King George V. opened the Conference. His Majesty spoke as follows:

"Gentlemen,

"At this time of widespread economic distress, it is with a feeling of deep responsibility that I welcome you to this country. I believe this to be the first time in history that any Sovereign has presided at the opening of a Conference of all the nations of the world. I wish to express my satisfaction that such a gathering has been possible, and my confidence that this common endeavour will lead to beneficial results. I welcome the representatives of the States Members of the League of Nations. I have always followed the work of the League with the keenest appreciation and interest. The League has convened this Conference and has prepared the way for it through the valuable services of the Expert Committee. Without the League and without the ideals of the League, I doubt whether this great meeting could ever have taken place. I welcome no less cordially the representatives of those States who are not members of the League; I recognise the spirit of helpful co-operation which has brought them to join in these discussions.

"I further wish to add a special welcome to the representatives of my Dominions and of my Indian Empire.

"Messieurs les Délégués,\* c'est avec une très profonde émotion que je vous salue autour de moi cette auguste assemblée, qui paraît si vaste, mais qui représente une conception infiniment plus vaste, l'espoir et les vœux du monde entier.

"Le monde se trouve dans un état inquiétant, et pour vous, Messieurs, qui commencez dès aujourd'hui l'œuvre de restauration, la tâche est lourde. Elle ne sera achevée qu'à force de bonne volonté et de coopération sincère.

"Messieurs les Délégués, je vous tends la main, et de tout mon cœur j'espère que vos efforts aboutiront à l'honorable résultat qu'attendent avec impatience les peuples du monde.

"I fully recognise the magnitude of the task of this Conference, but there is evidence of a real desire to reach agreement which gives me hope. All nations are suffering from a common ill. This is shown only too clearly by the rise in the figures

of unemployment. The meaning of these figures in terms of human suffering has been my constant concern in recent years, as it has been the concern of every one of you here to-day upon whom the responsibility of government has rested.

"In the face of a crisis which all realise and acknowledge, I appeal to you all to co-operate for the sake of the ultimate good of the whole world.

"It cannot be beyond the power of man so to use the vast resources of the world as to ensure the material progress of civilisation. No diminution of these resources has taken place. On the contrary, discovery, invention, and organisation have multiplied their possibilities to such an extent that abundance of production has itself created new problems. And together with this amazing material progress there has come a new recognition of the interdependence of nations and of the value of collaboration between them. Now is the opportunity to harness this new consciousness of common interests to the service of mankind.

"In the firm belief that mutual consultation is the first step towards right action, I inaugurate this Conference. I shall follow your deliberations with the closest interest and attention; and I pray that the results of your labours will set the world once more on the path of prosperity and ordered progress."

The President of the Conference, Mr. J. Ramsay MacDonald, Prime Minister of the United Kingdom, then addressed the Conference. He said:

"The economic life of the world has for years been suffering from a decline which has closed factories, limited employment, reduced standards of living, brought some States to the verge of bankruptcy, and inflicted upon others recurring budgets that cannot be balanced. The machinery of international commerce, upon which the vigour of the human life of the world and the prosperity of nations depend, has been steadily slowed up. The markets are there, the labour to supply them is there, but the labour is not employed and the markets are not filled. When we had a less efficient equipment for the making of wealth, our national incomes were greater. All the machinery of prosperity is there. But it is slowing down; it is not working.

"The briefest reference to the astounding facts will show the magnitude of the problems before us and at the same time direct our thoughts to the points of attack. Since 1929, prices have fallen and have kept well below levels at which production can be remunerative. They have fallen irregularly, moreover, and have distorted the normal relationships upon which economic activity is pivoted. The fall in prices has added oppressively to the burden of world indebtedness. In 1932, compared with 1929, the production of raw materials has fallen 30 per cent., and the exchange between town and country has been tragically limited. National income has fallen seriously everywhere—in some countries by 40 and 50 per cent. The general crisis, accentuated by restrictions, by tariffs, quota, exchange control, has reduced international trade between 1929 and 1932 to less than three-quarters in volume

\* His Majesty delivered his inaugural speech partly in English and partly in French. The original languages are retained.



exchanging at about half the price. The gold standard has had to be deserted more generally than has been the case in time of peace since it was erected into the international measure of exchange. And inevitably, irrespective of fiscal policy and of forms of government, unemployment has mounted up until the world figure issued by the International Labour Office has reached 30,000,000.

"This cannot go on. The world is being driven upon a state of things which may well bring it face to face again with a time in which life revolts against hardship, and the gains of the past are swept away by the forces of despair.

"In this drama of deterioration, Governments and State policy have played important parts.

"Behind the subjects I have just mentioned is another in the front rank of importance. It cannot be dealt with here because obviously this Conference is not constituted in such a way as to enable it to consider and settle the matter. I refer to the question of war debts, which must be dealt with before every obstacle to general recovery has been removed, and it must be taken up without delay by the nations concerned. Lausanne has to be completed, and this vexed question settled once and for all in the light of present world conditions.

"... No one who has surveyed the facts and watched their progress can doubt for a moment that the experiences of the last few years have proved that a purely national economic policy in this modern world is one which by impoverishing other nations impoverishes those who pursue it. No nation can permanently enrich itself at the expense of others. Mutual enrichment is the condition of individual enrichment. Nationalism in the sphere of politics may be essential to human freedom, self-sufficient nationalism in economics is the death knell of advancing prosperity. The nearer we can make the world an economic unit, the better will it be for each nation. In any event, international co-operation is our best way to national recovery; and the nation which looks after itself in an international frame of mind will not only lead the world in enlightenment but in well-being.

"... I am sure that we are all aware of the heavy responsibilities which are upon us, and that we have met determined to make the Conference a success. The fate of generations may well depend upon the courage, the sincerity, the width of view which we are to show during the next few weeks. As the experts have reminded us: 'It will not, in our judgment, be possible to make substantial progress by piecemeal measures. A policy of "nibbling" will not solve this crisis.' Have we come to deliberate and decide as though our respective nations were isolated units in the world? Then we shall fail, and a world which looks upon us to-day with expectation will have to drain a bitter cup of disappointment. Have we come knowing that the permanent good of each is dependent on the permanent good of all, and determined to co-operate in coming to agreements which will make a renewal of prosperity possible? Then we shall succeed, and the expectations of the world will be justified. We must not fail. Men who

succeed must face their work in the spirit of conquerors. We give to the world as the note of our first meeting that we are determined to succeed.

"Nor can we delay. Rapidity of agreement is essential to success. Let the world know that we can show decision and give leadership. Our programme is intricate and raises subjects upon which we have held views hitherto irreconcilable. And yet, the needs of the day are so pressing, the experiences of these years have been so illuminating and so tragic, that surely we must approach our work with fresh and flexible minds. The facts of our time have answered many of the stiffest theories and dogmas of the past. Statesmanship to-day will be judged by what it devises to dispel the stern realities of the present and anticipate the requirements of the future. I think that I express the wishes of the great body of the delegates when I say that we have not come to discuss mere economic theories and generalities, but to make practical proposals to meet urgent necessities."

A Committee on Credentials was then appointed. It was composed as follows: M. de Vasconcellos (Portugal), (Chairman); Hafez Afifi Pasha (Egypt); Dr. Escalante (Venezuela). On receipt of the report of this Committee the Conference constituted its Bureau, consisting of the representatives of the following States: Argentine, Canada, China, Czechoslovakia, France, Germany, Hungary, Italy, Japan, Mexico, Netherlands, Spain, Sweden, United Kingdom, United States, Union of Soviet Socialist Republics.

M. Hymans (Belgium) was elected Vice-President of the Conference.

A general discussion began on June 13th and was continued on the 14th, 15th and 16th. The following delegates addressed the Conference: M. Daladier (France), M. Guido Jung (Italy), General Smuts (Union of South Africa), Viscount Ishii (Japan), M. Cosío (Uruguay), Sir Atul Chatterjee (India), President of the Governing Body of the International Labour Office, Baron von Neurath (Germany), M. Koc (Poland), M. Ferrara y Marmo (Cuba), Mr. Malinoff (Bulgaria), Dr. Dollfuss (Austria), Mr. Neville Chamberlain (United Kingdom), M. Hymans (Belgium), Mr. Cordell Hull (United States), M. Litvinoff (U.S.S.R.), M. Le Breton (Argentine), M. Imrédy (Hungary), M. Benes (Czechoslovakia), M. Colijn (Netherlands), M. da Matta (Portugal), M. Soong (China), Mr. Bennett (Canada), Mr. Connolly (Irish Free State), M. Henriquez Urena (Dominican Republic), Tevfik Rustu Bey (Turkey), M. Pani (Mexico), M. Fuad Aslani (Albania), M. Tudela (Peru), M. Maximos (Greece), M. Salnais (Latvia), M. Mayard (Haiti), M. Kallas (Estonia), M. Escalante (Venezuela), Mr. Forbes (New Zealand).

The Conference then decided to appoint two Commissions: one to deal with economic and the other with monetary and financial questions. Each of these Commissions was at liberty to appoint Sub-Committees to deal with special questions.

On the proposal of the Bureau the Conference appointed the officers of the two Commissions as follows:

*Economic Commission:*

President: M. Colijn (Netherlands).

Vice-Presidents: M. Krogmann (Germany).

M. Le Breton (Argentina)

Rapporteur: Mr Walter Runciman (United Kingdom).\*

*Monetary and Financial Commission:*

President: Mr Cox (United States).

Vice-Presidents: M. Jung (Italy).

M. Kienboeck (Austria).

Rapporteur: M. Bonnet (France).

The Economic Commission, which met on June 16th, decided to group the questions on its agenda under the following heads:

1. *Commercial Policy.*

(a) Normalisation of trade; provision of foreign exchange for imports; gradual removal of prohibitions, quotas, etc.

(b) Problems of tariff and treaty policy, including the most-favoured-nation clause and possible exceptions.

2. *Measures, other than customs duties and prohibitions, affecting international trade*

Veterinary and phyto-pathological questions, direct and indirect subsidies (in particular shipping subsidies), and marks of origin, etc., came under this head.

3. *Co-ordination of production and marketing.*

The question of wheat and other foodstuffs, of raw materials and of industrial cartels came under this head.

4. *Public Works.*

This question was to be discussed by both Commissions.

After having considered the first three points in a general discussion—during which the opinion was expressed that the decisions to be taken by the Commission would depend on those of the Monetary and Financial Commission regarding monetary stability—the Economic Commission appointed the following Sub-Commissions:

1. *Sub-Commission on Commercial Policy.*

President: M. Krogmann (Germany).

Members: the representatives of the following countries: Union of South Africa, Belgium, Cuba, Czechoslovakia, France, Germany, Hungary, Italy, Japan, Norway, Poland, Switzerland, United Kingdom, United States, U.S.S.R., Uruguay. Further, M. Schüller and M. di Nola, representatives of the Economic Committee of the League, were appointed members of the Sub-Commission.

2. *Co-ordination of Production and Marketing.*

President: M. le Breton (Argentina).

Members: the representatives of the following countries: Argentine, Australia, Brazil, Canada, Cuba, Denmark, Egypt, France, Germany, Greece, India, Italy, Japan, the Netherlands, New Zealand, Poland, Portugal, Roumania, Spain, Sweden, the United Kingdom, the United States, U.S.S.R., M. Meyer (Luxemburg), M. Schüller and M. di Nola, representing the Economic Committee, and M. Laur (Swiss), who attended the meetings in his personal capacity.

Two Sub-Commissions were appointed to deal with Point III.:

A Sub-Commission III. (a) instructed to discuss subsidies, direct or indirect, with special reference to shipping subsidies.

Members: the representatives of the following countries: Czechoslovakia, Finland, France, Germany, Greece, Irish Free State, Italy, Japan, Netherlands, Norway, United Kingdom, United States.

A Sub-Commission III. (b) instructed to discuss marks of origin and veterinary and phyto-pathological questions.

Members: the representatives of the following countries: Argentine, Belgium, Bulgaria, Ecuador, France, Germany, the Netherlands, New Zealand, Poland, the United Kingdom, the United States, Yugoslavia.

Mr. Burgin (United Kingdom) and M. Suetens (Belgium) were appointed Presidents of these two Sub-Commissions.

During June Sub-Commission I. discussed the problem of the return to normal conditions of trade. It dealt with a Norwegian proposal that a new Convention for the abolition of import and export prohibitions and restrictions should be concluded, for which the Geneva Convention of 1927 should serve as a basis; and with two draft resolutions from the American and British delegations. While discussing the question of the abolition of restrictions the Commission took into account the abolition of exchange control. All delegations were agreed

\* Mr. Runciman was appointed by the Economic Commission itself, and not by the Conference.

that the gradual abolition of prohibitions, restrictions and quotas was one of the essential conditions of economic recovery.

Opinions differed as to the methods to be followed in order to achieve this end. Certain delegations were in favour of unilateral action, others could only accept bilateral agreements, and a third group, while in favour of multilateral action, considered it desirable that such action should be preceded by the conclusion of bilateral agreements. A small Committee was asked to summarise the various proposals and suggestions and incorporate them in a draft general agreement for a return to normal conditions of trade.

The Sub-Commission then began to discuss tariff problems.

*Sub-Commission II* (Co-ordination of production) studied proposals made by the French and United Kingdom delegations. The object of the French proposal was to encourage the conclusion of agreements to regulate the production and marketing of certain specially important products. The British draft, which was supported by the French delegation, set forth the conditions to be observed in the preparation of such agreements.

The Sub-Commission adopted the British draft and the main outlines of the French scheme and began to discuss the special position as regards certain products to which its attention had been drawn with a view to the conclusion of international agreements. Sugar and wine were considered in this connection.

Two Sub-Committees\* were requested to study these problems more closely.

The Sub-Commission then discussed other products, beginning with the question of timber.

*Sub-Commission III.* (a), after having decided to give the widest possible interpretation to the term "subsidy," dealt with subsidies to merchant shipping.

*Sub-Commission III.* (b) dealt with measures which, though such might not necessarily have been the intention of the authority enacting them, had, in practice, the same effect as measures for intensifying protection. It discussed a German proposal for the gradual abolition of marks of origin by means of collective agreements.

With a view to mitigating the unfortunate consequences resulting from the various measures of indirect protection, the Sub-Commission

decided to seek a formula for equal treatment to be inserted in commercial treaties.

\* \* \*

The *Monetary and Financial Commission*, on the recommendation of a Committee composed of its Bureau and the representatives of Germany, the United Kingdom, Finland and Czechoslovakia, decided to set up two Sub-Commissions in which all delegations would be represented, one to consider immediate measures of financial reconstruction and the other to deal with permanent measures for the re-establishment of an international monetary standard.

The first Sub-Commission was instructed to consider the following questions: credit policy, price levels, limitation of currency fluctuations, exchange controls, problems of indebtedness and resumption of international lending. The second was asked to deal with the functions of central banks, the co-ordination of their policies, monetary reserves and silver. Mr Fraser, President of the Governing Body of the Bank for International Settlements, and the representatives of the Financial Committee of the League, then in London, were invited to co-operate in the work of these Sub-Commissions. M. Jung and M. Kienböck were asked to preside over the two Sub-Commissions.

The *First Sub-Commission* (Immediate Measures) began its work with a general discussion of the questions of monetary and credit policy and price levels, as laid down in the annotated Agenda. It gave special consideration to three points to which attention had been drawn by the United Kingdom delegation: wholesale commodity price levels, credit policy and the co-operation of central banks. The United States delegation added a proposal for the adoption of a synchronised programme of public works in the different countries. All the speakers were agreed that the object to be gained was the establishment of equilibrium between the cost of production and selling prices. Certain delegations emphasised the necessity of raising prices with a view to reaching this goal, while others considered that confidence must first be restored by means of monetary stabilisation.

The Sub-Commission then discussed the debt problem. The representatives of the debtor countries drew attention to the serious situation in which they were placed owing, more particularly, to the fall in prices, and emphasised the necessity of creating, in all creditor countries where such organisations did not already exist, groups duly empowered to negotiate and act on behalf of bondholders, in

order that satisfactory agreements might be reached, if necessary, through the medium of an international organisation. The representatives of the creditor countries, while considering it impossible to reach permanent agreements at the present time, realised that in certain cases temporary settlements were necessary. These had, to a large extent, already been reached. They added that organisations of creditors were desirable and that negotiations between debtors and creditors should be encouraged. In this connection attention was drawn to the services of such organisations as the Financial Committee of the League and the Bank for International Settlements.

On June 27th a Committee was appointed to make concrete proposals with regard to the agenda, in the light of the discussions which had taken place\*.

*The Second Sub-Commission* (Permanent Measures), on the proposal of the United States delegation, began its work by adopting the following principles:

That it is in the interests of all concerned that stability in the international monetary field be attained as quickly as practicable;

That gold should be re-established as the international measure of exchange values, the time and parity being for each country to determine on its own case.

The Sub-Commission then set up two Sub-Committees: the first was to study the problem of silver, and consisted of the representatives of the United Kingdom, the United States, the Netherlands, Spain, Italy, Mexico, Canada, India, China and Japan, with Senator Pittman (United States) as Chairman. The second, which was to study the technical problems relating to the working of the gold standard and the disposal of monetary cover, was composed of the representatives of the following countries: Germany, the Union of South Africa, Australia, Austria, Belgium, Brazil, the United Kingdom, the United States, France, Italy, Japan, the Netherlands, Poland, Portugal, Sweden and Czechoslovakia, and Mr Fraser (Bank for International Settlements). The Sub-Committee elected M Kienbock as its Chairman.

*The Sub-Committee on Silver* agreed as to the necessity of raising and stabilising the price of silver. It was felt that an effort should be

made to secure an understanding between the representatives of the countries which were large producers of silver and the countries which were holding large stocks of the metal. For this purpose a special Sub-Committee was constituted consisting of the representatives of Mexico, the United States, Canada, Peru and Bolivia (silver producing countries) and India, China and Spain (countries holding large stocks of silver).

The Second Sub-Committee discussed, within the framework of a gold standard effectively and permanently restored, the question of the minimum legal reserve for central banks and the circulation of gold coinage. On the proposal of this Sub-Committee, the Second Sub-Commission was asked to adopt the following text on the 28th June:

"That under modern conditions monetary gold is required not for internal circulation but as a reserve against Central Bank liabilities and primarily to meet external demands for payments caused by some disequilibrium on the foreign account. It is consequently undesirable to put gold coins or gold certificates into internal circulation.

"That in order to improve the working of a future gold standard greater elasticity should be given to Central Bank legal cover provisions, for instance, in so far as the system of percentage gold cover is applied, a ratio of not more than 25 per cent should be considered as sufficient; similar elasticity should be achieved by appropriate measures where other systems are applied. However, such changes must not be taken as an excuse for unduly building up a larger superstructure of notes and credits, in other words, the effect of this resolution should be to increase the free reserves of Central Banks and thereby to strengthen their position."

The Sub-Committee then continued its consideration of the question of co-operation between central banks and reached agreement on certain principles for the monetary policy of these banks. It considered proposals submitted by the Roumanian delegation for ensuring an adaptation of the central banks to the special economic conditions of certain agricultural countries and expressed the opinion that, owing to their technical character, these questions should be studied by the international organisations which were specially competent to deal with them.

#### *The Tariff Truce.*

At the meeting held in London on May 12th by the Committee of the Council for the Organisation of the Conference the eight Governments represented on the Committee, viz. Belgium, the United Kingdom, the United States, France, Germany, Italy, Japan and Norway, agreed that it was desirable to adopt,

\* This Committee was composed of the representatives of the following countries: Germany, Argentina, Australia, Belgium, Brazil, United Kingdom, Canada, China, United States, France, Greece, Hungary, India, Italy, Japan, Norway, Netherlands, Poland, Roumania, Sweden, Switzerland, Czechoslovakia, together with representatives of the Financial Committee of the League and the Bank for International Settlements.

at the beginning of the Conference, a tariff truce. These Governments agreed that they would not, either before or during the Conference, take any fresh initiative that might aggravate the many difficulties now impeding international trade, it being understood that they reserved the right to denounce this agreement at any time after July 31st by giving a month's notice to the Conference of their intention to do so.

On May 24th the Council expressed its satisfaction at the agreement and addressed an urgent appeal to all Governments invited to the Conference to join in this arrangement and to act in accordance with its spirit.\* The

following fifty-four States had, up to July 1st, acceded to the tariff truce: Union of South Africa, Albania, Argentine, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Free City of Danzig, Dominican Republic, Egypt, Estonia, France, Germany, Greece, Guatemala, Hungary, Iceland, India, Iraq, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxemburg, Mexico, Netherlands, Nicaragua, Norway, New Zealand, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Turkey, the Union of Socialist Soviet Republics, the United Kingdom, Uruguay, Venezuela, Yugoslavia.

### III.—POLITICAL QUESTIONS.

#### I. APPEAL OF THE CHINESE GOVERNMENT.

##### (a) *Agreement relating to the cessation of hostilities in the Province of Hopei.*

On June 3rd the Chinese delegation transmitted to the Secretary-General the terms of the Armistice signed on May 31st by the Chinese and Japanese military authorities at the front. This Armistice, which came into force on the day of signature, provided for the withdrawal of the Chinese army to the west and south of a line starting from the north-west of Peiping (Peking) and running in a south-easterly direction as far as Lu-tai, north-east of Tientsin. The Chinese army undertook not to advance beyond that line and to avoid any provocation of hostilities. The Japanese army was allowed to use aeroplanes or other means to verify the carrying out of that undertaking, the Chinese authorities undertaking to afford it protection and facilities. After ascertaining the withdrawal of the Chinese army to the line mentioned above, the Japanese army undertook not to cross this line, not to continue to attack the Chinese troops and to withdraw voluntarily to the Great Wall. In the region between the Great Wall and the line of withdrawal of the Chinese army, the maintenance of peace and order was to be ensured by the Chinese police authorities.

Together with the terms of the Armistice, the Chinese delegation communicated a statement by the President of the Executive Yuan, the last paragraphs of which read as follows:

"On May 22nd and 23rd the Japanese troops were advancing rapidly on Tientsin and Peiping, where there is a large population and where foreign nationals and Chinese live in close proximity. Such atrocities as are mentioned

above (bombing from the air) threw them into a panic fright, and they ardently hoped that measures would be adopted to relieve the tension of the situation so that the catastrophe might be averted.

"The Chinese Government urged, as well as encouraged, the troops to continue the defence of the country with heart and soul and to the best of their ability. At the same time the Government would permit the cessation of local hostilities provided that the territorial sovereignty of China be not impaired, and the various international agreements concerning the maintenance of world peace and justice remain unprejudiced.

"The agreement relating to cessation of fighting in Hopei Province has now been signed by the representatives of the military commanders at the front. Needless to say, it is most painful to examine this document. However, as it is confined to military matters and touches upon no political issues, it does not in the least affect the fundamental policy which the Chinese Government has adopted. China will seek a just and equitable settlement of the whole situation in the Far East under the same principles which have hitherto guided her efforts in this regard and which have been upheld practically by all the nations of the world."

##### (b) *Circular from the Advisory Committee of the Assembly to Governments concerning the non-recognition of "Manchukuo"*

On June 7th the Advisory Committee appointed by the Assembly to follow the situation in the Far East, to assist the Assembly in performing its duties under Article 3, paragraph 3, of the Covenant, and, with the same objects, to aid the Members of the League in concerting their action and their attitude among themselves and with non-Member States, requested the Secretary-General to send a circular letter regarding measures resulting from the non-recognition of Manchukuo to the Members of the League and those non-Member

\* See Monthly Summary, Vol. XIII., No 5, page 119.

States to which the Assembly's report regarding the Sino-Japanese dispute had been communicated.

By the terms of the Assembly's report, the Members of the League had stated in particular that they would continue not to recognise either *de jure* or *de facto* the existing régime in Manchuria.

The Advisory Committee accordingly drew the attention of Members of the League to the desirability of certain measures being taken by each of them relating to the following questions: participation of the present Government of Manchuria in international conventions; postal services and stamps; international non-recognition of the currency of Manchukuo; acceptance by foreigners of concessions or appointments in Manchuria; passports; position of consuls; application of the import and export certificate system under the Geneva Opium Convention (1925) and the Limitation Convention (1931).

As regards the participation of Manchukuo in international Conventions, the Committee proposed to the Members of the League that, should the present Manchukuo Government manifest its intention of acceding to certain general international conventions, Governments should take all steps in their power to prevent such accession. Those measures may differ according to whether the international conventions are open or closed and according to whether they are concluded under the auspices of the League or outside it.

With reference to postal services, the Committee observed that in July, 1932, China had requested the Universal Postal Union to notify its Members that the postal services in Manchuria had been temporarily suspended and that all stamps issued by the Manchukuo Government would be invalid. The Committee also proposed measures, should the question of the accession of Manchukuo to the Universal Postal Convention arise.

In the matter of currency, the attention of Governments with an official foreign exchange market was called to the desirability of taking the necessary measures in order not to admit official quotations in Manchukuo currency.

As regards the acceptance by foreigners of concessions and appointments from the authorities established in Manchuria, the Committee felt that it rested with each of the Members of the League to decide for itself whether it was desirable to call the attention of its nationals to the special risks attendant upon the acceptance of concessions or appointments in Manchuria.

With reference to passports, the Committee

considered that a Government which did not recognise the existing régime in Manchuria either *de jure* or *de facto* could not regard as a passport a document issued by authorities dependent on the Manchukuo Government, although there was no reason why an inhabitant of the territory subject to the said authorities should not receive an identity document or a *laissez-passer* from the consul of the country which he wished to visit.

As regards consuls the Committee considered that the Members of the League could make provision, if necessary, for replacing their consuls in Manchuria, as those agents were appointed for the purpose of keeping their Governments informed and protecting their nationals. Moreover, it was in conformity with the Assembly's recommendations that Governments should remind their consuls that so far as possible, particularly in such contacts as their duties might lead them to make for that purpose, they should do nothing which could be interpreted expressly or by implication as a declaration that they regarded the authorities established in Manchuria as the proper Government of the country.

In regard to the exportation to Manchukuo territory of opium or other dangerous drugs, the Committee recommended Governments not to give effect to applications unless an import certificate is produced in accordance with the Geneva Convention of 1925, which satisfied the Government that the drugs in question were not to be imported into Manchukuo territory for a purpose contrary to the Convention. A copy of the export authorisation should accompany the consignment, but Governments should refrain from forwarding a second copy to Manchukuo, since such action might be interpreted as a *de facto* recognition of Manchukuo.

The Committee also reminded Governments that in its capacity of an advisory body it was at their disposal for the consideration of any question within the scope of its terms of reference with a view to giving them its opinion and proposing concerted action.

## 2. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Committee of the Council instructed to follow the development of the dispute between Bolivia and Paraguay held several meetings during June.

It will be remembered that a report providing for the settlement of the dispute had been drawn up by the Committee and approved by the members of the Council, other than the parties, on May 20th.\* This report was accepted

\* See Monthly Summary, Vol. XIII., No. 5, page 105.

by the representative of Paraguay, while the Bolivian representative reserved his Government's decision.

In these circumstances the Committee was requested to follow the situation. A few days later the Bolivian Government maintained, in a communication, its view that the only logical basis for the suspension of hostilities was an agreement on the general conditions of arbitration. It added that Paraguay had so far failed to state her territorial claims in the Chaco and had upheld its opinion that the zone in dispute should be determined by a preliminary arbitration.

On June 6th the representative of Paraguay declared that his country had never omitted to specify the extent of her territorial claims and explained what his Government regarded as the natural boundaries of the Chaco.

Having considered these communications, the Committee held further conversations with the representatives of the two parties with a view to the execution of the Council's plan to send a commission to the spot.

The two parties maintained entirely opposite views as regards the settlement of the dispute. They both rejected the idea of a mere armistice and were anxious for a final cessation of hostilities; but whereas, in the Paraguayan view, that cessation, accompanied by effective measures of security such as would prevent any resumption of hostilities, should precede the negotiations for the establishment of an arbitration agreement, Bolivia held that the establishment of that agreement should precede the cessation of hostilities.

Faced with this difference of opinion, the Committee considered that the only practical solution would be for the Commission, having regard to the situation it found on its arrival, to discharge its functions as best it could, with a view to bringing about a speedy and permanent settlement of the dispute. The Commission, it felt, would then be in a position to judge whether it would be expedient to conduct an inquiry into the circumstances of the dispute, as desired by both parties.

The Bolivian Government had proposed that, for the purpose of establishing the arbitration agreement, the procedure contemplated in the

report of May 20th should be replaced by direct negotiations between the parties, under the auspices of the Council. In the opinion of the Committee, however, such a procedure could not be contemplated until the Bolivian Government had agreed to the despatch of the Commission.

By a letter dated June 26th the Bolivian Government accepted the proposal providing for the despatch of the Commission. It intimated at the same time, in a formal declaration, its acceptance of simultaneous negotiations for the arbitration agreement and the suspension of hostilities in order that a joint solution might be reached.

The Committee, considering that, in these conditions, the Council would be in a position to appoint the Commission contemplated in its report of May 20th, asked that the Council should meet on July 3rd.

### 3. SETTLEMENT OF THE DISPUTE BETWEEN COLOMBIA AND PERU

The Council, on the proposal of the Committee appointed to follow the development of the dispute between Colombia and Peru, set up a Commission of three members to ensure the maintenance of order and to administer the territory of Leticia†. The Commission, which consists of Colonel Arthur Brown (American), Commander Alberto Lemos Basto (Brazilian) and Air Force Captain Francisco Iglesias (Spanish), is already on the spot. M. Armando Mencia, of the League Secretariat, has been attached to the Commission as Secretary.

Captain Iglesias and M. Mencia left Europe at the beginning of June, joining Colonel Brown in New York and Captain A. L. Basto at Tefe (Brazil). The mission arrived at Leticia on June 23rd at 11 a.m. At 3 p.m. on that same day the Peruvian forces evacuated the territory. On the other hand, the Colombian Government had given the necessary instructions for its troops in Peruvian territory to be withdrawn simultaneously, in accordance with Article 2 of the Agreement of May 25th, 1933.

The first stage of the settlement of the dispute between Colombia and Peru has thus been completed in conformity with the recommendations made by the Council.

## IV.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS\*

On June 1st the General Commission, after taking note of the procedure proposed by the Bureau for the future conduct of the work, by

reason of the convening of the London Conference, decided.

(1) to adjourn after the termination of the first reading of the draft Convention,

\* See Monthly Summary 1933, Vol. XIII, No. 5, page 108.

† See Monthly Summary, Vol. XIII, No. 5, page 105.

(2) to meet again not later than July 3rd,

(3) in the meantime to entrust the Bureau with the duty of preparing a text for the second reading and to request the President to undertake any useful negotiations with a view to the preparation of that text;

(4) to request the Technical Committees in session to continue their discussions.

In addition, the General Commission unanimously decided on June 8th that the draft Convention submitted by the United Kingdom delegation and accepted as a basis of discussion should be accepted as the basis of the future Convention. It also agreed that "the acceptance would be without prejudice to amendments or proposals submitted before or during the second reading, particularly as regards additional chapters concerning the manufacture of and trade in arms and budgetary limitation"

The first reading of the draft Convention being concluded, subject to reservations made by the various delegations, the General Commission went on to discuss on first reading the report by the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War, together with the amendment to the United Kingdom Draft submitted by the French delegation and the Report of the National Defence Expenditure Commission

On this latter point the Commission, after discussion, adopted the following resolution.

"The General Commission,

"(1) Entrusts the President of the Conference with the necessary negotiations with the various delegations, particularly those which have presented, or may present, proposals in respect of the limitation of national defence expenditure, and requests him to submit the results of such negotiations to the General Commission for discussion at its next session;

"(2) Decides that the first general Convention for the Reduction and Limitation of Armaments shall contain provisions as to the application of the principle of publicity of national defence expenditure, subject to international supervision, in the form provided for in the Report by the Technical Committee of the National Defence Expenditure Commission;

"(3) (a) Requests the Technical Committee of the National Defence Expenditure Commission to prepare, if possible before the beginning of the next session of the General Commission, the necessary draft articles with annexes to give effect to the above decision, taking into account the recommendations contained in the reports of the Technical Committee and of the National Defence Expenditure Commissions;

"(b) Requests the Technical Committee to continue, with a view to the universal application of a system of publicity, its examination of the documents transmitted by the various States,

"(4) Requests the Secretary-General, in accordance with the recommendation of the National Defence Expenditure Commission, to send an urgent appeal to all Governments which have not yet submitted the necessary documentation to do so without delay, in order to enable the Technical Committee to complete its work."

\* \* \*

The Bureau met on June 7th and decided to adjourn until June 27th in order to give the President time to carry on the proposed negotiations

\* \* \*

On June 27th the President informed the Bureau that, owing to the pressure of work devolving on the delegates at the London Conference, he had been unable to make satisfactory progress with the negotiations, and that in order to carry them to a successful conclusion he proposed that the work of the Conference should be adjourned until October. The Bureau accepted this proposal, which was brought before the General Commission on June 29th.

In the General Commission M. Nadolny (Germany) explained his Government's views on the adjournment of the work and its anxiety for the fate of the Conference. He expressed the fear that the negotiations which the President was about to undertake would prove to be very long. He stated that he would have preferred the Bureau to begin preparing immediately for the second reading of the draft Convention.

He added, however, that it was clear that all the countries accepting the adjournment thereby undertook to participate in the proposed negotiations and to conduct them in a spirit calculated to ensure their success

He considered that public opinion in the various countries, particularly in the disarmed countries, would not understand an adjournment of the work of the Conference and would regard it as a sign that the Conference was coming to an end. The German representative therefore opposed the adjournment.

Mr. Cadogan (United Kingdom) explained why his Government approved of the adjournment and replied to some of the objections raised by M. Nadolny. He emphasised the necessity of reaching an agreement on the essential points before beginning the discussion of the less important technical questions.

M. Massigli (France) pointed out that the President's proposal did not, properly speaking, imply an adjournment of the Conference but rather a new method of work adapted to the actual situation. He refused to admit that the Conference was in its last agony, and explained



why an exchange of views between Governments and the President was necessary. He pointed out that the responsibility of Governments would be determined not by their decision to adjourn the Conference but by their attitude. Public opinion in all countries, he said, must be made to feel that Government intended to fulfil their obligations. There should be none of that feeling, due to appearances, perhaps to words being used in a different sense from the sense in which they were used elsewhere, that, while countries were being asked to sign disarmament agreements, situations were being created which were not only contrary to the spirit of other agreements already signed, but even sometimes gave the impression that the violation of the Convention which the Conference was framing had been organised in anticipation. If, in the next few months, the Governments gave proof of their desire for peace and for a *détente*, the President's negotiations would be crowned with success, if, on the other hand, the facts reported daily by the Press were an index of tendencies contrary to that spirit of peace and *détente*, the negotiations would fail.

General Siegler d'Eberswald (Hungary) said that the Hungarian delegation shared M. Nadolny's views, but that the present circumstances did not appear to him to favour the successful continuance of the discussions. He therefore expressed his intention of abstaining from voting.

Mr Wilson (United States) was in favour of adjournment.

M. di Soragna (Italy) said that the Italian delegation accepted the procedure suggested by the President, but on condition that all the countries in favour of adjournment undertook to enter into the proposed negotiations in a spirit calculated to ensure the success of the Conference.

M. Nadolny (Germany), after reiterating his point of view, replied to the French representative, who had mentioned as a possible cause of delay the fear which might exist as regards the loyal observance of the Convention. In his opinion, if such fears existed, they should not delay but rather stimulate the work of the Conference. He added that the future Convention would be faithfully and loyally observed by Germany.

The Commission authorised the President unanimously, save for one vote (Germany) and one abstention (Hungary), to enter into the necessary negotiations with the heads of delegations with a view to preparing a text for the second reading of the draft Convention.

The General Commission then adjourned until October 16th.

*The Committee for the Regulation of the Trade in and the Private and State Manufacture of Arms and Implements of War* submitted its report to the General Commission which discussed it on first reading. The Commission requested the President to carry on the necessary negotiations with delegations which might have any proposals to offer in respect of the stringent regulation of the trade in and the manufacture of arms, so that the relevant text might find its place in the draft Convention submitted by the United Kingdom delegation before the General Commission took up the consideration of that draft at second reading.

*The Special Committee on Effectives*, under the chairmanship of M. Westmann (Sweden), adopted, after discussion, the report of its Technical Committee on the police forces to be included in the calculation of effectives and on the organisations outside the army which give military training to young men and adults. The report in question was transmitted to the General Commission.

The Special Committee also adopted a report on the question of the limitation of actual effectives serving with the colours at any time in the year, and forwarded that report to the General Commission.

*The Technical Committee on Effectives*, under the chairmanship of General van Tunen (Netherlands), continued the examination of the particulars furnished by the delegations on pre-military training and military training given outside the army.

It discussed the draft report by General Nygren (Sweden), the Rapporteur of the Committee, and drew up its report for the Special Committee on Effectives.

*The Technical Committee of the National Defence Expenditure Commission* elected M. de Modzelewski (Poland) Vice-Chairman in place of Mr Lyon (United Kingdom), and appointed General Barberis (Italy) to replace him when absent.

The Expenditure Commission submitted to the General Commission a report in which it unanimously expressed the opinion that the States would be able to draw up for practical purposes complete returns of their total expenditure on national defence. On the other hand, in view of the present system of accounting of various States, it did not consider it possible, for purposes of limitation, to separate the expenditure on each of the three forces (air, sea and land), and expenditure relating to land

and naval material respectively. The Commission expressed the opinion that the expenditure on armaments in the various countries could not serve as a criterion for a comparison of their armaments, but that a comparison of the expenditure returns of the same country from one year to another would enable the evolution of its financial outlay on its armaments to be followed, and would provide very useful information on the variations in the armaments themselves. Lastly, the Commission stated in its report that it had not been able to reach a unanimous conclusion regarding the possibility of inserting in the first Convention in process of preparation a clause regarding the immediate application of the principle of the aggregate limitation of national defence expenditure. It

had, however, unanimously agreed that a system of publicity was immediately possible.

The Technical Committee continued its examination of the documentary information supplied by the various countries.

It has begun the necessary work for the framing of articles (with annexes) providing for the application of the principle of the publicity of national defence expenditure adopted by the General Commission.

In execution of a resolution of the General Commission, the Secretary-General on June 19th addressed circular letters to the different Governments which have not yet communicated the necessary information to the Technical Committee.

## V.—PROTECTION OF MINORITIES.

### APPLICATION OF THE GERMANO-POLISH CONVENTION OF 1922 REGARDING UPPER SILESIA

#### *Petition of M. Bernheim concerning the situation of the Jewish minority in German Upper Silesia.\**

On June 6th the Council continued its examination of the petition submitted by M. Bernheim on May 12th, 1932, regarding the situation of the Jewish minority in German Upper Silesia.

It noted the report of the jurists to whom the previous question raised by the German Government regarding the interpretation of Article 147 of the Geneva Convention had been submitted. In this report the Committee of jurists replied in the negative to the question whether, with a view to determining the Council's incompetence to take a decision on the petition, it can be validly argued: (1) that the petitioner does not belong to the minority because he has no sufficient connections with Upper Silesia; (2) (a) that the petitioner has not himself suffered from the laws and other provisions to which he calls attention as contrary to the Convention; (b) that the enforcement of those laws has not yet given rise to a permanent *de facto* situation in Upper Silesia.

The German representative said that the opinion of the jurists, the value of which could not be gainsaid, differed fundamentally from the opinion he had previously put forward and that their arguments could not convince him. He would therefore refrain from voting on the report. He added that he wished to point out that his Government had from the outset inti-

mated that it regarded itself bound by international treaties and therefore by the Geneva Convention, and that any measures taken by subordinate authorities which might be incompatible with the Convention would be corrected. He emphasised further that the Members of the Council, in adopting the opinion of the jurists, would be accepting, as regards the protection of minorities in Upper Silesia, a principle of fundamental importance, which would have to be applied to all petitions, against whomsoever they might be brought.

Speaking as rapporteur, the representative of the Irish Free State considered that the statement made by the representative of Germany had introduced into the discussion a new and essential factor which should be taken into account. He explained that, as the representative of Germany had informed him beforehand of his intentions, he had been able to modify his report accordingly. He pointed out that in the new draft of his report the declaration just made by the representative of Germany appeared as a direct quotation, whereas in the previous version there was only an implication drawn from the first statement made by the German representative at a previous Council meeting.

The Italian representative pointed out that the German representative had on two occasions stated that internal legislation could not affect international conventions concluded by the Reich, and that if any infringements of the Geneva Convention had taken place in German Upper Silesia, they were to be regarded as errors due to misconstructions on the part of subordinate authorities. Accordingly, after

\* See Monthly Summary, Vol. XIII., No. 5, page 121.

noting this declaration, which, to his mind, settled the case in question, the Italian representative intimated that he would abstain from approving the report.

The Polish representative referred to the opinion recently given by a Committee of jurists on a previous question raised by the Polish Government in connection with certain petitions relating to Polish Upper Silesia. He explained that this Committee, while adopting the same view as the Polish Government from the practical standpoint had, however, for purely legal reasons, given a very wide interpretation to Article 147 of the Geneva Convention. He observed that, having been unable to accept all the legal considerations submitted by that Committee, he had been compelled to refrain from voting for the adoption of the opinion. Accordingly, while maintaining his general reservations with regard to a previous opinion, he agreed to the conclusions of the Committee of jurists, which seemed to him relevant to the present case.

The French representative accepted the report on behalf of his Government. Public opinion, he remarked, which sometimes did not greatly concern itself with the juridical limits of the Council's powers, would probably not consider the regional settlement proposed of a nature to allay the uneasiness to which M. Paul-Boncour had drawn attention some days previously. As, however, the Council had to take first the standpoint of formal law, its duty, he observed, was, on the basis of the 1922 Convention, to see that the legislative provisions, the letter and spirit of which were contrary to the provisions of the minorities treaties, were no longer applied in German Upper Silesia, and that the persons who had been affected by those provisions had their position and rights restored to them. He added that this was the sense in which he had interpreted the German representative's statements.

The Spanish representative, after stating that he accepted the report, reminded the Council that his country's attitude on this question had been dictated solely by the great respect and deep friendship felt by Spain for the German nation, and by her anxiety that the Members of the Council should always set

the example of strictly fulfilling international obligations. In his opinion they should be careful, as trustees of that right, to do nothing which might in any way weaken their authority.

The Czechoslovak representative said that his country was subject to the régime of the protection of minorities and was interested in the same degree as the representative of Germany in ensuring that the régime was not used for unavowed political aims. He declared that Czechoslovakia had fulfilled her obligations in the sphere of the protection of minorities. To his mind the debate had oscillated between two theses: to maintain and perpetuate the partial solution of the protection of minorities by applying it only to certain selected States or certain specified areas; or to abolish the existing discrimination, as the minority treaties had abolished all discrimination between the nationals of the country subject to the protection of minorities. In his opinion, notwithstanding all the arguments in favour of maintaining a partial solution of the problem in a democratic community of nations, the principle of equality was becoming more and more insistent every day. Further, the present case would necessarily afford the next Assembly a further opportunity of examining the problem in all its aspects.

The United Kingdom representative expressed the hope that the progress registered would continue until the difficulties raised by the matter were finally settled.

The Norwegian representative noted that the German representative had attributed any breaches of the Convention which might have taken place to errors due to misinterpretation of the internal laws by subordinate authorities. He trusted that States bound by solemn undertakings in the matter of minorities would take the most energetic steps to ensure that the attention of such officials was specially drawn to their international obligations.

After a further exchange of observations between the representatives of Germany, Czechoslovakia and Norway, the report submitted by the representative of the Irish Free State was adopted, the German and Italian representatives abstaining.

## VI.—ADMINISTRATIVE QUESTIONS.

### MANDATES

*Meeting of the Permanent Mandates Commission \**

The Mandates Commission met at Geneva

\* An analysis of the Commission's report to the Council will be published in a later number of the Monthly Summary.

from June 19th to July 1st. It re-elected the Marquis Theodoli and M. Van Rees as Chairman and Vice-Chairman respectively.

The Commission's agenda included the examination of the annual reports of the mandatory Powers for the following territories: Palestine

and Tanganyika (United Kingdom), Syria and the Lebanon (France), South-West Africa (Union of South Africa), New Guinea and Nauru (Australia); the use of the cinematograph in territories under mandate in view of the diversity of mentalities and civilisations; the question of a closer administrative, customs and fiscal union of the territory of Tanganyika with the neighbouring British possessions of Kenya and Uganda, a number of petitions submitted to it regarding Syria and the Lebanon, Palestine and the Cameroons under French mandate, Tanganyika territory, South-West Africa, and the islands under Japanese mandate.

The following representatives of the mandatory Powers assisted the Mandates Commission in the examination of the annual reports:

*For Palestine and Trans-Jordan:* Mr. M. A. Young, C.M.G., Chief Secretary to the Governor of Palestine.

*For Tanganyika:* Lieutenant-Colonel Sir G. Stewart Symes, Governor of Tanganyika terri-

tory; Mr. G. F. Seel of the Colonial Office, and Mr. G. C. Sayers, Assistant Secretary in the Tanganyika Secretariat.

*For Syria and the Lebanon:* M. Robert de Caix, former Secretary-General of the French High Commissariat in Syria and the Lebanon.

*For South-West Africa:* Mr. Charles T. de Water, High Commissioner of the Union in London, assisted by Major F. Pienaar.

*For New Guinea and Nauru:* Mr. J. G. McLaren, Official Secretary of the Commonwealth of Australia in the United Kingdom.

The meetings of the Commission were attended by: Marquis Theodoli (Italian), M. Van Rees (Netherlands), Lord Lugard (British), M. Merlin (French), Count de Penha Garcia (Portuguese), M. Palacios (Spanish), Dr. Ruppel (German), M. Rappard (Swiss), M. Sakenobe (Japanese), M. Orts (Belgian), Mlle Dannevig (Norwegian).

Mr. Weaver was present on behalf of the International Labour Office.

## VII.—TECHNICAL ORGANISATIONS.

### 1. ECONOMIC AND FINANCIAL ORGANISATION

#### *Meeting of the Fiscal Committee.*

The Fiscal Committee met at Geneva from June 15th to 26th.

It examined the results of the past three years' researches, carried out with the help of a Rockefeller Foundation gift, into the question of the apportionment of the profits of enterprises operating in several countries. On the basis of the comprehensive documentation submitted by Mr. Carroll as the result of his investigations in twenty-seven countries and of the preliminary draft framed by the Sub-Committee on the apportionment of profits at its recent session in New York and Washington,\* the Committee drew up a draft Convention for the prevention of the double taxation of industrial and commercial income. The basic principle of this Convention is the assimilation for taxation purposes of the permanent establishments of foreign enterprises to autonomous and independent concerns with, as a corollary, the determination of their taxable income on the basis of their own accounts.

The universality and flexibility of the rules approved by the Committee make it possible to settle in a convenient and equitable manner, from the standpoint both of the Treasury and of the taxpayer, a series of questions that may arise in connection with international enterprises. Special provisions were adopted with regard to banks.

The draft, which meets the wishes expressed by the International Chamber of Commerce at its recent congress in Vienna, has been evolved from the practices already followed by a number of fiscal administrations, and is likely to mark a substantial advance in the campaign against the double taxation of international enterprises. The Committee has therefore asked the Council to refer it to Governments, requesting them to express their views thereon and to state whether they would be prepared to enter into negotiations with a view to concluding a multilateral convention on its basis.

The Committee decided to continue the study of the allocation of profits, notably with reference to special problems relating to certain classes of international enterprises such as transport, insurance, telegraph and telephone, etc. It also appointed a Sub-Committee to inquire into the present development of fiscal systems with a view to ascertaining their main trends in order to facilitate for the various countries the task of adapting their legislation to reforms aiming at a simplification of taxation.

The following took part in the Committee's work: M. Blau (Switzerland), Chairman; M. Gino Bolaffi (Italy); M. Marcel Borduge (France); Professor Herbert Dorn (Germany); M. J. H. R. Sioninghe Damate (Netherlands); Sir Percy Thompson (United Kingdom); and M. R. Julliard (representative of the International Chamber of Commerce).

\* See Monthly Summary 1933, Vol. XIII., No. 4, page 93.

## 2. COMMUNICATIONS AND TRANSIT.

*Meeting of the Committee of Inquiry on Public Works.*

The Committee of Inquiry on Questions relating to Public Works and National Technical Equipment met in Geneva from June 7th to 10th, with M. Dorpmüller (Germany) in the chair.

The Committee examined a number of schemes submitted previously, the consideration of which had been held up through lack of particulars, together with certain new plans sent in since the previous session.

The Committee considered these various schemes in the light of the same criteria, and partly or fully retained a number of schemes communicated by the Bulgarian, Estonian, Hungarian, Latvian, Polish and Roumanian Governments. With regard to certain programmes submitted by the Hungarian and Turkish Governments, the Committee requested additional particulars. At the same time it rejected certain other schemes submitted by the Polish Government, either on account of their exclusively local character or because they were unlikely to have any material effect upon unemployment.

The schemes selected by the Committee are as follows:

A programme for the construction of roads and bridges submitted by the Bulgarian Government (main artery connecting Sofia with the Yugoslav and Turkish frontiers).

A programme for the construction of roads and bridges submitted by the Estonian Government.

A general programme of road reconstruction submitted by the Hungarian Government.

A scheme for the construction of railway lines between Riga and Karsawa and Riga and Rujene submitted by the Latvian Government.

An electrification programme and a scheme for the extension of the Stanisławów municipal

power house, both submitted by the Polish Government.

A railway building programme submitted by the Roumanian Government.

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At this meeting the Committee also drew up a general report on the work done at its four sessions for the information of the London Monetary and Economic Conference. The report describes the circumstances in which the Committee was entrusted with the work of examining the schemes of public works submitted by the various Governments, and enumerates the criteria adopted for the purpose. These were: the reduction of unemployment, the productivity of the proposed works and their international character.

The report also gives a list of the schemes selected for further consideration, classified according to their probable productive value, together with a general table in which the various schemes are set out with particulars of the estimated expenditure in each case, and their chief merits both from the point of view of their productive value and of their economic and social effects in the countries concerned.

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The session was attended by: M. Buttini (Italy), M. van der Houven van Oordt (Netherlands), M. Konopka (Poland), M. Silvain Dreyfus (France), representing the Communications and Transit Committee; M. Gérard (Belgium), representing the Economic Committee; M. Jouhaux (France), M. Jurkiewicz (Poland) and M. Walinne (France), representing the International Labour Organisation; and M. Dettmar, professor at the Hanover Polytechnic School; M. de Kerviler, Inspector-General of Bridges and Roads, France, M. Richard, Administrator of the Belgian National Railway Company, and M. Schneider, Chartered Mines Engineer, France, who reported to the Committee on various schemes of public works which they had been asked to consider.

## VIII.—INTELLECTUAL CO-OPERATION.

## MEETING OF THE INTERNATIONAL COMMITTEE ON INTELLECTUAL RIGHTS

The International Committee on Intellectual Rights, which forms part of the Intellectual Co-operation Organisation, met in Paris during June, under the chairmanship of M. B. Loder, former President of the Permanent Court of International Justice, and member of the

International Committee on Intellectual Co-operation.

The Committee drew up various proposals with reference to the forthcoming revision of the Berne Convention. These deal with journalistic and cinematographic copyright, and with penalties.

The Committee took note of the studies made with regard to executants' rights, the preserva-

tion of national cultures, and on the creation of an international federation of inventors, as suggested by the Italian National Committee on Intellectual Co-operation.

After hearing M. Grunbaum-Ballin and M. P. Bourgeois, experts from the International Institute of Documentation, the Committee considered the recommendations of a Committee of Inquiry, set up at the request of the French Union of Documentary Bodies, for the solution of the legal problems raised by the development of photographic reproduction of documents preserved in libraries.

Finally, in accordance with a desire expressed by a large number of professional organisations,

the Committee decided to request the competent organs of the League to communicate with certain Governments, signatories of the Act of Rome, revising the Berne Convention, with a view to obtaining speedy ratification of this Act, and thus avoiding the postponement of the fresh revision which is to take place in Brussels in 1935.

The meeting was attended by M. Capitant and M. Desfrée (International Institute for the Unification of Private Law at Rome), M. Oster-tag (International Bureaux at Berne), M. Mario Roques (International Labour Office) and M. de Montenach (Secretariat of the League of Nations).

## IX.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS.

#### *Registration of Treaties.*

Among the treaties and international engagements registered with the League Secretariat during June are the following:

A Convention regarding reciprocal relations in judicial, civil and commercial matters and a Treaty of extradition and judicial assistance in criminal matters between Czechoslovakia and Turkey (Prague, August 22nd, 1930), presented by Czechoslovakia;

A Treaty of establishment between the United States of America and Turkey (Ankara, October 28th, 1931), presented by Turkey;

A Treaty of Commerce and Navigation between Italy and Panama (Rome, October 16th, 1929), presented by both Governments;

A Convention between the United States of America and Panama modifying the convention for the prevention of the smuggling of intoxicating liquors, signed at Washington, and regulating the transportation of alcoholic liquors through the Canal Zone from one point to another in the Republic of Panama (Panama, March 14th, 1932), presented by Panama;

A Convention regarding reciprocal judicial assistance in civil and commercial matters between Great Britain and Northern Ireland and Denmark (London, November 29th, 1932), presented by Denmark.

A Treaty between Czechoslovakia and Yugoslavia regarding the settlement of payments relating to the traffic of goods, etc (Prague, June 8th, 1932), presented by Yugoslavia.

## X.—OTHER QUESTIONS.

### 1. TRIBUTE BY THE COUNCIL TO SIR ERIC DRUMMOND.

On June 6th the President of the Council, M. Castillo Najero, representative of Mexico, speaking on behalf of the whole Council, paid a grateful tribute to the work of Sir Eric Drummond who was for the last time taking part in the Council's proceedings as Secretary-General.

The Secretary-General, in reply, recalled the first meeting of the Council, when there were only two questions on the agenda. He said that his work had been facilitated by the confidence which had always been shown him by the Council, and added that, in his opinion, that confidence should form the basis of the relations between the three organs of the League: the Assembly, the Council and the

Secretariat. He asked the Council to continue to accord the same sympathy and support to his successor and to his colleagues in the Secretariat.

### 2. ASSUMPTION OF OFFICE BY THE NEW SECRETARY-GENERAL.

Sir Eric Drummond, Secretary-General of the League of Nations, in handing over his office to his successor, M. Joseph Avenol, took leave of his collaborators in the Secretariat on June 30th.

Sir Eric Drummond spoke as follows:

"Ladies and Gentlemen: This is my last day as Secretary-General of the League of Nations, and I have asked you to meet me here this afternoon in order that I may formally transfer my high office to M. Avenol, whom the Assembly and the Council have appointed as my successor,

I am indeed glad that they have done so, because after the closest collaboration with M. Avenol for the last ten years I leave with the certainty that the future of the Secretariat lies in the best and safest hands.

"But I wish in particular to thank each one of you, in the first place, for the very wonderful present which I have received at your hands. The number of signatures which the book that has been given to me bears has touched me most deeply. Naturally, that book I shall retain as one of my most valued, if not my most valued, possession.

"Equally I want to thank you for the service which you have rendered the League, and for your loyalty to me personally. It is true that to be Secretary-General of the League means to occupy a high and great international position; but the Secretary-General alone can do very little, indeed nothing. It is on you—each of you—that a great responsibility rests for the maintenance and consolidation of an organisation which is an essential organ of the League, and therefore as such carries with it the hope of many millions of men and women, who see in the League the future salvation of the world.

"Each of you has a very important task. There is no distinction between us in spirit, whatever nationality may be ours, whatever division of the Secretariat we may belong to. Each of us can contribute to the good fame of the Secretariat, each of us has it in our power to mar to some extent the smooth-working of the machinery.

"I know personal questions must sometimes arise. Some of us may feel that perhaps our particular abilities have not been sufficiently recognised or that the Administration in certain cases has been a little hard. But I would ask you to believe that in every case I have and I think we have all done our best to act with justice and with what we believe to be fairness.

"I hope that as I leave, you will believe that that has been my rule and, to a certain extent, my pride.

"Ladies and Gentlemen, I notice that there is even among us perhaps a certain feeling of pessimism as to the future of the League. Before I go I want to say that I am convinced that that pessimism is neither justified nor well-founded. It is true that the political outlook may be a little black to-day, but I feel—and M. de Madariaga once told me that if an Englishman feels he is probably right—it is only when he begins to reason that he goes wrong—that the League is really in an unassailable international position, that it has come to stay, and that we need have no fears on that score. It is, of course, quite natural that the League will have ups and downs. After all, we are only a mirror—a very faithful mirror—of what happens in the world; and if the world suffers the League reflects that suffering. But I have no doubt whatever as to its permanence. One of its greatest elements of strength is the fact that the Secretariat, which is one of its essential organs, has a definite continuity, and the strength of the Secretariat lies greatly, to my mind, in the fact that that continuity rests on the spirit of the

Secretariat, which is to serve the League. It does not matter if persons come or go, if governments fall or change, as long as that spirit continues all will be well with one of the main organs of the League.

"M. Avenol, to-morrow you become formally Secretary-General. I know that all here will do their utmost to maintain the traditions and spirit to which I have referred, which so many of your colleagues who have now left have helped to build up and to create in Geneva.

"I can only wish you all success in your task, and I know that by that help to which I have referred you will be able to mark progress, and that ultimately when your term of office comes to an end, you will be able to say that during the time you have been Secretary-General the League has made progress. And no Secretary-General can wish for more.

"Ladies and Gentlemen, I thank you again most sincerely for your present, and, above all, for the fact that you have come here and allowed me to express as far as I can—I hate having to do it; I hate leaving you after fourteen years!—my profound gratitude for your work and for your help during this very difficult period through which we have gone. I leave an Organisation of which we can all be proud. Thank you very much."

M. Avenol replied as follows.

"The powers transmitted to me to-day I am receiving from my chief and from my friend. That is why I wish to give expression to feelings of regret that ten years of friendship are taking on another form from to-day, and also to give expression to the confidence which I have always felt in working with Sir Eric.

"But I am not only speaking for myself. My first official act and the only one to-day is to speak on behalf of you all here and in the name of our friends remaining in London, who have specially asked me to be their interpreter. I want to express our feelings of gratitude and respect for the founder of the organisation in which we all of us work. The bringing into being of the Covenant of the League in 1919 was a great achievement. In the fifteen years that have since passed the League has become an important moral personality. We turn towards Sir Eric and recognise the great part played by him in accomplishing that task. Words are of no avail without deeds, nor yet deeds, if the intelligence to create a living institution be lacking. That institution is in a great measure the work of Sir Eric, and it is he who has inspired us with the true international spirit. No better definition of an international official can be found than is contained in the earliest documents of the League of fifteen years ago. If the traditions of the League's earliest days are still retained by the Secretariat it is because of the sound foundations on which it was based.

"Our chief has given us an example of an arduous worker. One of the League's greatest assets in the view of those who visit the Secretariat has been Sir Eric's smiling patience in times of difficulty, his perfect calm in the adjustment of differences, and above all the sense of

moral and intellectual integrity with which he has inspired those who come to Geneva in search of international peace and order.

"You, Sir Eric, wish to leave with us another counsel—confidence in the future. It is true that times are troublous; pessimism has laid hold of the world and even penetrated the League of Nations, but our pessimism is no greater than that which prevails throughout the world in regard to the present state of all human institutions.

It is natural that the League also should have its critics. But the League is the true hope

of these anxious times, and we fully share Sir Eric's hopes. But these hopes make us conscious also of certain duties; we must show ourselves strong, and strength comes from cohesion and from discipline. We must also be ready to face facts; at a time when the budgets of all countries are in confusion it is natural that the prosaic word economy should acquire symbolic value. Yet face to face with these realities we are still able to maintain our confidence.

"In the name of all here I beg to offer to you, Sir Eric, and to your family our warmest wishes for happiness and prosperity."

## XI.—FORTHCOMING LEAGUE MEETINGS.

July 15th.—Supervisory Commission, Geneva.

July 17th.—Preparatory Committee for a Second Conference on the Buoyage and Lighting of Coasts, London

July 17th.—Committee on Intellectual Co-operation, Geneva.

August 10th.—Permanent Central Opium Board, Geneva.

September 4th (or 25th)? — Fourteenth (ordinary) session of the Assembly of the League of Nations.

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

July, 1933.

The League's activities during July were marked by the work of the Monetary and Economic Conference, an extraordinary session of the Council, the journey of the President of the Disarmament Conference to various

capitals, and the meetings of several bodies on intellectual co-operation.

At the London Conference efforts to reach an understanding on currency stabilisation failed. As some measure of currency stabilisation was

generally considered an essential condition for the examination of other important items on the agenda, especially that of tariff policy, it was deemed advisable to adjourn the Conference until the conditions permitting of an agreement had been created. Before adjourning, however, the Conference achieved considerable progress in preliminary discussions. The Commissions passed a number of resolutions and cleared the ground for future work. Among further resolutions adopted in the monetary field may be mentioned those dealing with the problems of indebtedness, central banks, monetary policy, and the mitigation of the fluctuations in the price of silver. In the economic sphere, proposals were made for the conclusion of international agreements to regulate the production and marketing of sugar, wine, coffee, cocoa, dairy produce, timber, coal, tin and copper. In the domain of indirect protectionism a general clause was drawn up for inclusion in commercial treaties stipulating for negotiations between parties in case the effects of a provision were nullified by an indirect measure. Subsidies and bounties, marks of origin, customs formalities, veterinary and phytopathological questions, as well as measures of sanitary control, were also considered.

The Conference noted an agreement on tea concluded outside its official scope between the principal tea producing countries.

Before adjourning on July 27th the Conference authorised its President and Bureau to take whatever action may be necessary to promote its success and to fix the date of its re-assembling. The Bureau appointed an Executive Committee to act in the intervals between its meetings.

\* \* \*

The Council heard the representatives of Bolivia and Paraguay over the Chaco dispute, and approved the report of its Committee, already accepted by the parties, providing for the despatch of a commission to the spot. Just as the Commission was about to set out the Bolivian and Paraguayan Governments proposed that the Council should invite the four neighbouring States—Argentina, Brazil, Chile and Peru—to act on its behalf for the settlement of the dispute. The Committee instructed

to deal with the question decided, therefore, to summon a meeting of the Council.

With regard to the settlement of the dispute between Colombia and Peru, the representative of Colombia informed the Secretary-General that his Government was prepared to enter at Geneva upon the negotiations contemplated between the two countries. The representative of Peru having objected that Geneva was not suitable by reason of its distance, the Colombian representative proposed that negotiations should begin on August 15th in the town of Panama.

\* \* \*

The Council decided to postpone the opening of the fourteenth session of the Assembly until September 25th.

Upon the request of the Chinese Government the Council appointed for one year a technical agent to maintain liaison between China and the League. Dr. L. Rajchman, Director of the Health Section of the League, was selected for this post.

\* \* \*

Mr. A. Henderson, President of the Disarmament Conference, visited Paris, Rome, Berlin, Prague, Munich and London to discuss with the Governments a number of questions with a view to preparing a text for the second reading of the draft Convention presented by the United Kingdom delegation.

\* \* \*

The Committee on Intellectual Co-operation reviewed the activities of the various bodies of the Intellectual Co-operation Organisation and drew up instructions for their future work.

Among the subjects dealt with were the instruction of youth in the aims of the League, adult education, certain aspects of the moral and social sciences, literary and artistic questions, scientific study of international relations, intellectual rights, moral disarmament and collaboration with the Chinese Government in the reform of education in China.

\* \* \*

A Committee of experts prepared a draft agreement on buoyage and lighting of coasts; the Convention for Limiting the Manufacture and Regulating the distribution of narcotic drugs came into force on July 9th; the General Council of the International Relief Union held its first session.

## II.—MONETARY AND ECONOMIC CONFERENCE.

It will be remembered that the Monetary and Economic Conference, which met in London on June 12th, had entrusted the consideration of various items on its agenda to

its Commissions, Sub-Commissions and Sub-Committees.\*

\* See Monthly Summary, Vol. XIII, No. 16, page 136.

Owing, however, to the fact that an understanding regarding exchange ratios—an essential condition to the discussion by all delegations of the full programme of the Conference—had proved unattainable\* the Bureau, on July 6th, requested all the Commissions, Sub-Commissions and Sub-Committees of the Conference to draw up a list of the questions which could still be usefully studied.†

On July 10th and 11th the Bureau, on the proposal of the Commissions, adopted the following report:

#### I. MONETARY AND FINANCIAL COMMISSION

(a) Sub-Commission I. (Immediate Measures), to proceed in the first instance to the discussion of the subject of indebtedness;

(b) Sub-Commission II. (Permanent Measures) to take up the resolution already adopted by its Sub-Committees on the co-operation of Central Banks and on the creation of Central Banks in certain countries where they do not as yet exist, and to peruse through its Sub-Committees the examination of the question of silver and any other subject on its agenda which might by general agreement be considered suitable for discussion.

#### 2. ECONOMIC COMMISSION.

The following Commissions to continue their work:

(a) The Sub-Commission on Co-ordination of Production and Marketing and its various Sub-Committees (wheat, sugar, wine, timber, coal, etc.);

(b) The Sub-Committee on Indirect Protectionism.

With regard to the Sub-Commission on Commercial Policy and the Sub-Commission on Subsidies, it was decided that reports should be prepared showing simply the different views which had emerged during the discussions, and

\* On July 5th, in a communication addressed to

of countries whose needs and policies are not necessarily the same. Such stabilisation would be artificial and unreal and might hamper individual countries in realising policies essential to their domestic problem."

On July 6th, in the Bureau of the Conference,

† On July 25th the First Monetary Sub-Comm-

establishing the position from which future work should proceed.

In accordance with these decisions the Sub-Commissions and Sub-Committees proceeded as follows:

*Monetary and Financial Sub-Commission I., after having referred to the Sub-Committee set up on June 27th the discussion of the problems of indebtedness, adopted the following resolution on July 20th, on the proposal of Mr Neville Chamberlain (United Kingdom).*

"1. The service of external debts is in different degrees an important item among the liabilities in the balance of payments of many countries, and can only be assured if the debtor country can procure the necessary resources. The facility with which such resources can be procured in the present and in the future may depend on the revival of economic activity and credit. It would be assisted by a return to a reasonable degree of freedom in the movement of goods and services, and the creditor countries in particular should co-operate to this end. It will also depend on the economic and financial policy adopted by the debtor country. In present conditions a solution of the problem of indebtedness may in certain cases be necessary for the re-establishment of equilibrium. It should not, however, be dealt with in such a way as to impair credit.

"2. The conditions in the debtor countries vary considerably and it is not possible to lay down a uniform treatment applicable to all cases. But debtors should make every possible effort to meet the service of their debts and to fulfil their contracts. It is indispensable, indeed, for the restoration of credit that contracts should be respected in the absence of modifications agreed between the parties concerned.

"3. When arrangements are recognised to be necessary care should be taken by all concerned to secure the maintenance of confidence. They should, therefore, be limited to those cases where they are unavoidable, be made directly between debtors and creditors, and be based on the debtors ability to pay. As regards State loans, it is in the interest of the creditors themselves to conclude arrangements of such a nature as will permit the adoption at the same time of a programme of economic and financial restoration by the debtor countries, and its effective application.

"4. It is desirable that in each of the countries concerned there should exist organisations in a position to represent the several classes of creditors in respect of foreign loans, including, in suitable cases, short as well as long term loans, and that such organisations should maintain such contact with one another as may be necessary to facilitate their proceedings. The Commission therefore recommends to the Governments of those countries that they should encourage the creation of and contact between organisations of this kind where they do not already exist, at such times and in such measure as action can in their view be usefully applied.

"5. The question of intergovernmental debts lies entirely outside the field of discussion of this Conference."



*Sub-Commission II.*, which had previously adopted resolutions regarding a return to monetary stability, the adoption of gold as the international measure of exchange values, its use for monetary requirements, and the legal cover of Central Banks\* adopted on July 14th the following resolutions dealing with the creation of Central Banks, the need for close co-operation between these Banks and with the Bank for International Settlements, and finally with the adaptation of the Central Banks of certain agricultural countries to their special economic conditions:

"The Conference considers it to be essential, in order to provide an international gold standard with the necessary mechanism for satisfactory working, that independent Central Banks, with the requisite powers and freedom to carry out an appropriate currency and credit policy, should be created in such developed countries as have not at present an adequate Central Banking institution.

"The Conference wishes to reaffirm the declarations of previous conferences with regard to the great utility of close and continuous co-operation between Central Banks. The Bank for International Settlements should pay an increasingly important part not only by improving contact, but also as an instrument for common action.

"The Sub-Committee has taken note of the suggestions of the Roumanian delegation with a view to securing the adaptation of the Central Banks of certain agricultural countries to the special economic conditions of these countries, and of the views expressed in the discussion thereof. The Sub-Committee feels that the local conditions in each country will to a very large extent determine the solutions to be adopted in this matter, and suggests that if any countries desire advice on these questions in view of their technical character they might appropriately be considered by the international organisations specially competent to advise in these matters."

On July 20th the Sub-Commission noted a resolution relating to the general principles of Central Banks' monetary policy, which had been approved by its Technical Sub-Committee.†

The resolution runs as follows:

"(1) The proper functioning of the gold standard requires in the first place the adoption by each individual Central Bank of a policy designed to maintain a fundamental equilibrium in the balance of payments of its country. Gold movements which reflect a lack of such an equilibrium constitute therefore an essential factor in determining Central Bank policy.

"(2) Gold movements so far as they seem to be of a more permanent character should normally not be prevented from making their influence felt both in the country losing gold and in the country receiving gold.

"(3) While gold should be allowed freely to flow out of and into the countries concerned, Central Banks should always be prepared to buy gold at a publicly announced fixed price expressed in their currency, and to sell gold at a publicly announced fixed price, expressed in their currency, the latter at least when exchange rates reach gold points.

"(4) Central Banks should obtain from their markets the fullest possible information concerning the demands that might be made upon their reserves.

"(5) Since as already stated under (1) the proper functioning of the gold standard requires in the first place the adoption by each individual Central Bank of a policy designed to maintain a fundamental equilibrium in the balance of payments of its country, the discretion of each Central Bank in regulating the working of the gold standard in its own country should remain unimpeded. Central Banks should, however, recognise that in addition to their national task they have also to fulfil a task of international character. Their aim should be to co-ordinate the policy pursued in the various centres in order to contribute towards the satisfactory working of the international gold standard system.

"Moreover, they should endeavour to adapt their measures of credit regulation, as far as their domestic position permits, to any tendency towards an undue change in the state of general business activity. An expansion of general business activity of a kind which clearly cannot be permanently maintained, should lead Central Banks to introduce a bias towards credit restriction into the credit policy which they think fit to adopt, having regard to internal conditions in their own countries. On the other hand, an undue decline in general business activity in the world at large should lead them to introduce a bias towards relaxation.

"In pursuing such a policy the Central Banks will have done what is in their power to reduce fluctuations in business activity and thereby also undue fluctuations in the purchasing power of gold.

"(6) With a view to arriving at an agreed interpretation of the data revealing the tendency of developments in general business activity, and at an agreed policy, Central Banks should consult together continuously, each Central Bank in case of difference of opinion, acting on its own judgment of the situation. The Bank for International Settlements constitutes an essential agency for Central Bank action designed to harmonise conflicting views and for joint consultation. This instrument should continue to be employed, as far as possible, for the realisation of the principles set forth in the present note. It should continuously examine the application of the principles of the working of the gold standard and study such modifications thereof as experience may prove desirable."

\* See Monthly Summary, Vol. XIII., No. 6, page 141.

† Agreement on the resolution was reached by

glad to confer at an opportune time with other Central Banks on questions of this character to the extent that they are compatible with national policies.

As regards the problem of the gold exchange standard, the Sub-Commission was not itself able to undertake the consideration of this matter, but its Technical Sub-Committee recommended that the Bank for International Settlements should proceed, as soon as possible, to a study of the question.

Further, on July 20th, after private discussions and conversations among the delegations primarily concerned, the Sub-Commission adopted, on the recommendation of the Sub-Committee on Silver, the following draft resolution, which was based on a draft submitted by the United States delegation. Be it resolved to recommend to all the Governments Parties to this Conference :

(a) That an agreement be sought between the chief silver producing countries and those countries which are the largest holders or users of silver, with a view to mitigating fluctuations in the price of silver, and that the other nations not parties to such agreement should refrain from measures which could appreciably affect the silver market ;

(b) That Governments Parties to this Conference shall refrain from new legislative measures which would involve further debasement of their silver coinage below a fineness of 800/1000 ;

(c) That they shall substitute silver coins for low value paper currency in so far as the budgetary and local conditions of each country will permit ;

(d) That all of the provisions of this resolution are subject to the following exceptions and limitations :

The requirements of such provisions shall lapse on April 1st, 1934, if the agreement recommended in paragraph (a) does not come into force by that date, and in no case shall extend beyond January 1st, 1938 ;

Governments may take any action relative to their silver coinage that they may deem necessary to prevent the flight or destruction of their silver coinage by reason of a rise in the bullion price of the silver content of their coin above the nominal or parity value of such silver coin.

On July 24th the Monetary and Financial Commission was called upon to approve the reports and resolutions of its two Sub-Commissions.

\* \* \*

In the economic field, Sub-Commission I. (Commercial Policy) requested a drafting Committee to embody in a report the different

ideas and points of view expressed during the debates.\*

The report prepared by this Committee, after explaining the reason which caused the suspension of its work, stated that all the delegations had agreed, in principle, to the gradual abolition, under certain conditions, of restrictions on the importation of goods.

As regards tariff policy, opinion was unanimous as to the need and urgency of reducing excessive customs tariffs. The régime of the most-favoured-nation clause was also discussed. This régime has been shaken by the effects of the economic depression and certain members of the Sub-Commission voiced the desire that the rigidity of the clause should be relaxed by the recognition of certain new exceptions.

*Sub-Commission II.* continued its discussion of the proposals made for a possible conclusion of international agreements to regulate the production and marketing of certain specially important products. After sugar and wine, it dealt with coffee, cocoa, dairy produce, timber, coal, tin and copper, and except as regards copper and coal, instructed Sub-Committees to consider the problems raised. These Sub-Committees elected their Chairmen as follows :

*Sub-Committee on Sugar :* M. da Matta (Portugal)

*Sub-Committee on Wine :* M. Sarraut (France) — Vice-Chairman, M. Santos (Portugal).

*Sub-Committee on Timber :* M. Lesage (France).

*Sub-Committee on Tin :* Sir Philip Cunliffe-Lister (United Kingdom).

*Sub-Committee on Dairy Produce :* M. Le Breton (Argentine)

*Sub-Committee on Coffee :* M. Recinos (Guatemala)

*Sub-Committee on Cocoa :* M. Sarrant (France)

The results obtained by the Sub-Commission for each of the products under consideration are enumerated below

#### (a) Foodstuffs.

##### 1. Dairy Produce.

The International Institute of Agriculture at Rome was requested to make a preliminary study of the question, in agreement with the International Agricultural Commission, the International Dairy Federation and the Economic Committee of the League. Further, the Governments represented at the Conference were invited to send to the League Secretariat

\* This Committee, presided over by M. Krogmann (Germany), was composed of the representatives of Belgium, France, Italy, Japan, Norway, the United States and the United Kingdom.

before September 10th next all the data at their disposal on the question and, in particular, to inform it of their views on the constitution of an international dairy council for the purpose of attenuating competition between the countries exporting butter and other dairy produce and of co-ordinating production and marketing.

#### 2. *Sugar.*

After having ascertained that, as a result of the negotiations of the International Sugar Council with the different importing and exporting countries, the conclusion of a general agreement on the production and marketing of sugar was feasible, the Sub-Committee on Sugar requested the Bureau of the Conference to keep in touch with the International Sugar Council and with the countries concerned with a view to summoning, when it thinks it expedient, a further meeting in order to bring about the conclusion of a general agreement.

#### 3. *Wine.*

After recommending a uniform presentation of the results of analyses of wines, the conclusion between the States concerned of conventions for combating fraud and the institution of annual inquiries into the composition of wines, the Sub-Committee requested the International Wine Office to follow, in co-operation with the Economic Committee and the International Institute of Agriculture, the various points of the plan drawn up by the Sub-Committee.

#### 4. *Coffee.*

The Sub-Committee recommended that the exporting countries should study the possibility and the practical methods of regulating their production and supply, and should enter into negotiations with importing countries in order to obtain greater facilities for the stimulation of coffee consumption by the removal or attenuation of present restrictions or commercial barriers. It was also proposed that suggestions of coffee exporting countries for the co-ordination of the production and marketing of coffee, including those bearing on the possibility of organising an international body to that end, should be submitted to the Secretary-General of the Conference.

#### 5. *Cocoa.*

The chief cocoa-producing countries were invited to submit to the Secretary-General of the Conference their opinions and proposals with a view to the summoning of a subsequent meeting of experts qualified to study the organisation of the production and the international trade in raw cocoa.

### (b) *Raw Materials.*

#### 1. *Timber.*

After noting that negotiations were in progress with a view to encouraging international collaboration between the principal timber exporting countries, the Sub-Committee on Timber postponed its discussions until the beginning of October, 1933, in order to allow these negotiations to continue and to collect statistical data.

#### 2. *Coal.*

The principal producing countries were invited to organise coal production on an international basis. The competent organs of the League, in particular the Sub-Committee entrusted by the Economic Committee with the study of the coal problem, were requested to continue their studies and to ensure that all the interests involved, especially those of the importing and consuming countries, should be safeguarded. Further, the Council of the League was requested to call a conference of the principal producing and consuming countries to examine the measures to be taken if this effort had not within six months given the desired results.

#### 3. *Copper.*

The Governments of copper producing countries were invited to submit, before September 15th, to the Secretary-General of the Conference, their views and proposals concerning the organisation of the production and international trade in copper with a view to summoning a meeting to examine whether it is possible and expedient to conclude an agreement.

#### 4. *Tin.*

After considering the scheme for the control of tin drawn up by the International Tin Committee, of which the Governments of Bolivia, Nigeria, the Dutch East Indies, Siam, and the Federated Malay States are members, it was recommended that the Governments of South Africa, Australia, Belgium, the United Kingdom, China, France, India, Japan, Mexico, and Portugal should enter into negotiations with that Committee.

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It must be added that though the wheat problem was not officially considered by the Conference, prolonged discussions on the subject took place in London in June and July, first between the exporting countries and then between the exporting and importing countries.

Further, Sub-Commission II. was informed that an agreement had been reached between the principal tea producing countries.

*Sub-Commission III. (b) (Indirect Protectionism)* was of opinion that, from a practical point of view, its efforts should be concentrated on the quest of a general clause to be incorporated in future or existing commercial treaties to the following effect:

"If, subsequent to the conclusion of the present treaty, one of the Contracting Parties introduces any measure, which even though it does not result in an infringement of terms of the treaty, is considered by the other Party to be of such a nature as to have the effect of nullifying or impairing any object of the treaty, the former shall not refuse to enter into negotiations with the purpose either of an examination of proposals made by the latter or of the friendly adjustment of any complaint proffered by it"

The Sub-Commission stipulated that the obligation provided for should not apply to customs tariffs.

The Sub-Commission also expressed the opinion that the work of the Economic Committee of the League was sufficiently advanced to allow of the summoning of a special conference to deal with *customs formalities* at an appropriate date.

As regards *veterinary questions*, it was recommended that the draft conventions drawn up by the Economic Committee should be submitted to an international diplomatic conference and that the studies now being carried on under the auspices of that Committee, particularly as regards the trade in meat and livestock, should be continued and enlarged. With reference to *phyto-pathological questions*, and especially those relating to the control of the importation and exportation of plants and other vegetable products, the Sub-Committee considered it desirable that the International Institute of Agriculture should be asked to study the scientific and technical questions involved, in collaboration with the Economic Committee of the League.

The Sub-Committee also recommended that Governments should, whenever practicable, consult the Governments of the countries concerned before applying any new sanitary measures of control or supervision in the international trade in cattle and in animal or vegetable agricultural products, and that they should, at any time, enter into discussions concerning the application of existing measures at the request of an interested Government.

With regard to *marks of origin*, the Sub-Commission, unable to present a unanimous report, declared that the laws and regulations on the marking of goods should not be so severe as to hamper trade, and considered that appreciable progress in the matter could be made by means of an international agreement.

Agreement was reached on a series of points, and the Sub-Commission asked the Bureau to arrange for the continuation of this work.

In *Sub-Commission III. (a)*, the influence which many categories of *subsidies and bounties*, and especially shipping subsidies, might exert on international economic relations was not contested. As several different trends of opinion were noticed, the Sub-Commission decided merely to submit a summary of its work to serve as a useful basis for subsequent discussions.

The Economic Commission held a plenary session to discuss the problem of *public works* in the presence of representatives of the International Labour Office and the Communications and Transit Organisation. It suggested that the Bureau might appoint a Sub-Committee to study the economic, social, and financial aspects of the problem.

The Commission noted a proposal submitted by the American delegation advocating a reduction of hours of work and the introduction of a scale of wages rising in proportion to the increase in production, and suggested that it should be referred to the Sub-Committee appointed to consider the problem of public works.

On July 21st the Economic Commission approved a general report on its work presented by its rapporteur, M. Walter Runciman. On the same day the American delegation submitted a proposal for a further development during the recess and later stages of the Conference of a programme of commercial policy. The Commission was unable to discuss this proposal.

The various Commissions, Sub-Commissions, and Sub-Committees having thus accomplished the work the programme for which had been revised by the Bureau, the latter completed its report on July 25th.

On July 27th the Conference held two plenary meetings under the presidency of M. Ramsay MacDonald. After hearing statements from the Presidents and the rapporteurs of the two chief Commissions, as well as M. Jung (Italy), M. Hymans (Belgium), Mr. Neville Chamberlain (United Kingdom), M. Schacht (Germany), M. Masaryk (Czechoslovakia), M. de Oliveira (Brazil), M. D'Olier (Spain), M. Maslky (U.S.S.R.), M. Le Breton (Argentina), Mr. Cordell Hull (United States), M. Kernizan (Haiti), Viscount Ishii (Japan), and M. Bonnet (France), it approved the reports submitted by the Bureau and the two Commissions.

On the proposal of the Bureau, the Conference passed a resolution authorising its President, its

Vice-President, and its Bureau to take whatever action they may consider likely to promote its success whether by the convocation of any committee set up by the Conference or of representatives of States especially concerned in any particular problem, or by the reference to experts for study of any special question and to fix the date of the reassembling of the Conference.

The President then closed the first session of the Conference, he said :

"I share the regret of all the delegates that the Conference has been unable to finish its work without a recess. There must be no mistake, however, regarding the fact that this is a recess and not a finish. The Conference has been delayed, but whoever takes the trouble to understand the importance of the work which has been done, even when only a beginning has been made, must feel that his earlier hopes that important agreements would be come to have not been destroyed but have been only postponed.

"The need for agreement on the subjects of our agenda is indeed as great as ever. The mere fact that the Conference met gave hope, and that hope has already contributed to the signs of a revival in world trade which are more apparent to-day than they have been at any time in recent years. If anyone believes, however, that those signs indicate that the Conference need proceed no further to remove obstacles, he is very much mistaken, for, whilst these obstacles remain, there may be some advances in prosperity, but they cannot be on such a scale, nor so well founded, as are required to remove from the world the distress with which it is now afflicted.

"The mere fact that after two or three weeks of a most promising opening, our work was suddenly held up by your having to face a problem in currency has of itself taught us a very valuable lesson, namely, that unless nations are prepared to recognise the importance of certain hard facts of common international influence, the only way out of our present position may be a disastrous, and perhaps even revolutionary, series of State and private defaults, which every delegate here wishes to strive to his utmost to avoid. These are facts with which the nations of the world cannot play, and if they are to be faced effectively it can only be at a Conference such as this. I feel sure, as the result of what has happened here, that, once we could get to the realities of subjects like tariffs, quotas and the like, we could agree upon how they should be dealt with to the general benefit of producers and consumers all over the world. One of the most important pieces of work which must be done during our recess is to renew our efforts to open up the way for these discussions, and the Bureau and its agencies charged with preparing for the resumption of our labours must lose neither time nor opportunity in opening up this way.

"Declarations have been made at meetings of the Conference that one of the urgent problems which it must try and solve is the raising of wholesale prices until they correspond with costs of production and are therefore economic. Are we to leave this where it now is? This task cannot

be accomplished, as we have already found, by any one method. Some countries must readjust the values of their currencies; others must stick rigidly to their present standards. Nothing will mislead us more or make our work more abortive than an attempt to get a universal formula, which either means nothing or assumes that every one of us is going to do exactly the same thing as everyone else; but what we can do and ought to do is to reach a general agreement as to how nations are to co-operate, each in its own way, to effect this needed improvement, and in ways which will not compel one country, following its own interests, to injure the interests of other countries, doing their best to help the whole world to a solution. . . .

"As President both of the Bureau and of the Executive Committee I can promise you that this work will be done as expeditiously as circumstances will allow. I can give you no days nor dates, for an essential part of the work is to be intricate and a number of opposing views and proposals have to be examined. My fellow delegates and myself, however, share the view that the condition of things which we are facing—unemployment, bankruptcies, unbalanced budgets, undeveloped resources—is a challenge to the wisdom of man and very largely to the capacity of Governments. The impossible we cannot perform, but we are convinced that there is a very large field of the possible which has to be explored and cultivated.

"I therefore this afternoon bid you adieu in the firm conviction that before many months have passed I shall have the pleasure of offering you a very hearty welcome again to resume your labours."

On the proposal of the United States delegation, supported by the representatives of Italy and France, the Conference passed a resolution expressing its sincere gratitude to the Government of the United Kingdom and to its President.

On the same day, the Bureau authorised its President, Vice-President, Presidents, Vice-Presidents and Rapporteurs of Commissions or such persons replacing them as their respective Governments may nominate, to act during the intervals between the meetings of the Bureau as its Executive Committee. The Executive Committee was authorised to take measures in the light of the development of the monetary and financial situation for the resumption of work on the questions which the Monetary and Financial Commission had considered to arrange for the execution of the proposals of the Sub-Committees of the Economic Commission and, generally, to take all measures for furthering the work of the Economic Commission. The Executive Committee was, moreover, authorised to set up, at a suitable moment, a Sub-Committee for the purpose of studying the question of public works. The Executive Committee, on its part, authorised the President of the

Economic Commission to take, in consultation with the President and through the intermediary of the Secretary-General of the Conference, all the necessary measures for the rapid execution of the proposals of the Sub-Committees of the Economic Commission.

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#### *Tariff Truce*

During July new accessions were received from various countries to the agreement of May 12th last for the institution of a tariff truce. This arrangement has now been acceded to by the following sixty States. Abyssinia,

Afghanistan, S. Africa, Albania, Argentina, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Danzig, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hungary, Iceland, India, Iraq, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxemburg, Mexico, the Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Spain, Sweden, Switzerland, Turkey, United Kingdom, United States, USSR, Uruguay, Venezuela, Yugoslavia.

### III.—POLITICAL QUESTIONS.

#### I. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

At an extraordinary meeting held on July 3rd at the request of the Committee instructed to follow the development of the dispute between Bolivia and Paraguay, the Council took note of the Committee's proposals for the settlement of the dispute.

Mr. Lester briefly summarised the various phases of the negotiations undertaken by this Committee, of which he is Chairman, with the two parties to the dispute.

After having recalled that the Bolivian Government, like that of Paraguay, had agreed to the despatch of a mission, Mr. Lester suggested that the conversations with the two parties for the preparation of an arbitration agreement might be continued, pending the arrival of the Commission on the spot. He added that should the negotiations be concluded before its arrival the Commission's task would, to that extent, be lightened. Should this not be possible, it would be for the Commission itself to prepare an agreement for arbitration in consultation with the two parties.

The representative of Paraguay said that his Government accepted the conclusions of the report and the despatch of the Commission. He asked, however, that this body should be given the widest possible powers in order that it might effectively bring about a cessation of hostilities, draw up the arbitration agreement, and fix the responsibilities with a view to possible sanctions providing for restitution. He declared that a cessation of hostilities could only be contemplated in conjunction with guarantees to prevent their resumption. As regards the composition of the Commission, he stated that Paraguay would abide by the Council's decision. He accepted the recommendation that conversations for the preparation of an arbitration agreement should be

entered into immediately between the parties, pending the arrival of the Commission in South America. In his opinion to discuss the arbitration agreement was to discuss the very substance of the question. The negotiations would certainly be long and laborious, and while they were in progress hostilities would of necessity continue. Thus a state of violence might be justified and prolonged by drawing out the negotiations.

The representative of Paraguay declared that the first duty of the League was to intervene immediately with the belligerents for the restoration of peace, and that only after that had been done would it be possible to enter into legal negotiations. On behalf of his Government he emphasised the necessity of referring the establishment of such an agreement to impartial third parties.

The French representative, after congratulating the Committee on its work and the parties on their conciliatory spirit, expressed his regret that the Committee had not seen fit to recommend the cessation of hostilities as an indispensable preliminary to any procedure for pacific settlement. He hoped, however, that the situation might prove to be in fact what his Government would have liked it to be in law.

The representative of Bolivia said that his country had never objected to the despatch of a commission to the Chaco; it had only expressed grave doubts as to the utility of such a course. He explained that his Government could not agree to a suspension of hostilities before an arbitration agreement had been signed, because Bolivia was obliged to defend the remotest confines of her territory by force of arms. He then specified as follows the conditions under which Bolivia accepted the Special Committee's report. negotiations should be conducted simultaneously with a view to

the withdrawal of Paraguay's declaration of war on Bolivia, the establishment of an arbitration agreement, and the suspension of hostilities, these three factors being inseparably linked together; the establishment of an arbitration agreement on the basis of a zone delimited in advance by the two parties, in order to fix the specific subject matter of the controversy to be legally arbitrated upon; that any investigation of the circumstances of the dispute and the action of the contending parties should always embrace all the earlier history of the conflict, since and inclusive of the Washington Agreement of September 12th, 1929.

The representative of the United Kingdom said he hoped that with the goodwill and co-operation of the two parties it would be possible to reach a satisfactory and peaceful settlement by means of the procedure adopted.

The Chairman of the Committee pointed out that the Committee had been very anxious to obtain a cessation of hostilities, and that for this reason it had deemed it expedient in the present circumstances in order to stop warfare to send as soon as possible a commission to the spot. He recalled that the dispute had been in existence for about seventy years, and that numerous efforts had been made to settle it. In his opinion success would depend not only on the commission but on the anxiety of the two Governments to secure a final settlement.

The Bolivian representative in furnishing further explanations on his Government's attitude, said that the Council should realise the exceptional nature of the conflict in the Chaco. In order to defend its borders Bolivia had been compelled to mobilise considerable effectives at a distance of over 2,000 kilometres. Consequently, a suspension of hostilities which was not preceded, or at least accompanied by an arbitration agreement providing the requisite guarantee would be detrimental to her interests.

The Council, after having approved the Committee's proposals, entrusted the Committee with the task of constituting and organising the commission of inquiry and of arranging for the two parties to be represented on it. It instructed the Secretary-General to make the necessary financial and other arrangements. It further requested the Special Committee to continue its negotiations with the parties.

The Committee met on several occasions to discuss the composition of the Commission. In its preliminary report of July 24th it informed the Council that the Commission had been on July 19th constituted as follows:

Brigadier General A. B. Robertson (British)

His Excellency J. Alvarez del Vayo, Ambassador of the Spanish Republic in Mexico (Spanish).

General Fagalde, former Military Attaché in London, Chief of an Army General Staff (French).

His Excellency Count Aldrovandi, Ambassador, former member of the League of Nations Commission of Inquiry in the Far East (Italian).

Major G. R. Rivera Flandes, Engineer, former Director of the Geographical Section at the Ministry of War (Mexican).

This report contained *inter alia* an exchange of correspondence between the Committee and the two parties as regards the aggravation of hostilities in the Chaco and the Commission's departure.

Just as the Commission was preparing to set out, the Special Committee received from the representatives of both Bolivia and Paraguay a proposal that the Council should invite the four neighbouring States—Argentina, Brazil, Chile and Peru—to act on its behalf for the purpose of settling the dispute. They stated that these four Powers were willing to undertake this task, and added that their action would be taken on the basis of the Covenant and on behalf of the Council.

The Committee felt it necessary to consult the two parties as to the exact scope of their proposal, and to ask for the motives which had prompted them to regard this new procedure as more advantageous.

The Paraguayan Government replied on July 27th that, in its opinion, the League Commission would require considerable time for its investigation, whereas the neighbouring Powers were already well acquainted with the whole problem. It specified that the terms of reference of the neighbouring Powers should be as wide as possible and that, in case of failure, they would submit a report with a view to further action by the League. It concluded by saying that the League's authority and prestige would be strengthened by speedy procedure.

The Government of Bolivia replied on July 29th that it had requested wide terms of reference, with full liberty of initiative and action in order that the representatives of the neighbouring Powers might suggest and obtain a formula for peace.

In the meantime the Committee decided to summon a meeting of the Council in order to place before it the new proposals of the two Governments.

## 2. SETTLEMENT OF THE DISPUTE BETWEEN COLOMBIA AND PERU.

On July 21st the representative of Colombia informed the Committee appointed to follow the development of the dispute between Colombia and Peru that his Government was determined to act in accordance with the recommendations of the Council and the terms of the Agreement signed at Geneva on May 25th. He also informed the Secretary-General that the Colombian Government was prepared to proceed, at Geneva, with the negotiations contemplated between the two countries.

The representative of Peru having stated that Geneva was not a suitable place for the meeting on account of its distance and the difficulties of transport, the Colombian representative proposed that the negotiations should begin on August 15th in the town of Panama, which is situated at an equal distance from Lima and Bogotá.

The Peruvian representative forwarded these proposals to his Government. By July 31st no decision had been taken with regard to them.

## 3. DEMARCATION OF THE FRONTIER BETWEEN IRAQ AND SYRIA.\*

As a result of a difference of opinion which had arisen with regard to the work of the Commission for the Demarcation of the frontier between Iraq and Syria, the Council had received a request from the French Government for an interpretation of the agreement adopted on October 3rd, 1932, with regard to this frontier.

The Iraq Government had submitted a memorandum to the Council explaining its attitude.

An agreement having been reached on July 3rd between the two parties, the French Government asked that the question of interpretation should be withdrawn from the Council's agenda.

The Council noted this agreement, which confirmed certain decisions taken by the Chairman of the Demarcation Commission and laid down the methods for their application. It congratulated the two Governments on their conciliatory spirit, and expressed its confidence in Colonel Iselin, Chairman of the Commission.

## IV.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

It will be remembered that on June 29th the General Commission of the Conference for the Reduction and Limitation of Armaments authorised its President to undertake, with the heads of delegations, the necessary negotiations with a view to preparing a text for the second reading of the draft Convention presented to the Conference by the United Kingdom delegation.\*

In accordance with this decision, the President of the Conference, Mr. Arthur Henderson, accompanied by M. Agnides, Director, and M. Colt de Wolf, Member of the Disarmament Section of the League Secretariat, visited Paris, Rome, Berlin, Prague, Munich and London from July 10th to 23rd.

In Paris the President conferred with M. Daladier, President of the Council; M. Paul-Boncour, Minister for Foreign Affairs; M. Massigli, Assistant Director of Political Affairs, and with M. Politis, Vice-President of the General Commission of the Conference; in Rome with the Head of the Government, M. Mussolini; M. Savich, Under-Secretary of State for Foreign Affairs; Baron Aloisi, Marquis di Soragna, and M. Buti; in Berlin with Baron von Neurath, Minister for Foreign

Affairs; General von Blomberg, Minister for the *Reichswehr*, M. Nadolny, head of the German delegation to the Conference, at Prague with M. Benes, Minister for Foreign Affairs and rapporteur of the General Commission of the Conference; at Munich with M. Hitler, Chancellor of the Reich; in London with Mr. J. H. Thomas, Secretary of State for the Dominions; Mr. Eden, Under-Secretary of State for Foreign Affairs; Mr. Cadogan of the Foreign Office.

The President's negotiations bore more especially upon the following points: a European or universal undertaking not to resort to force, the definition of the aggressor, supervision and verification, penalties, aerial bombardment, military and naval aviation, the abolition of offensive land armaments (President Roosevelt's proposal), tank tonnage, gun calibres, trained reserve, period of training for short-term effectives, colonial forces, period to be allowed for the destruction of offensive arms, budgetary limitation, manufacture of arms and trade in arms.

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The Technical Committee of the National Defence Expenditure Commission, meeting

\* See Monthly Summary, Vol. XIII., No. 6, page 144.

\* See Monthly Summary, Vol. XII., No. 10, page 291, and Vol. XIII., No. 2, page 37.



under the chairmanship of M. de Modzelewski (Poland), Vice-President, adopted in first reading a text containing articles with annexes, for the application of the principle of the super-

vision of publicity on national defence expenditure, which principle had been accepted by the General Commission of the Conference on June 8th.

## V.—INTELLECTUAL CO-OPERATION.

### I. WORK OF THE INTELLECTUAL CO-OPERATION ORGANISATION

From July 10th to 22nd, part of the activities of the League of Nations were devoted more particularly to intellectual co-operation \*

#### I. *Instruction of Youth in the Aims of the League of Nations.*

The Committee on Intellectual Co-operation took note of the work of the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations, and reviewed its activities during the past year.

##### (a) *Study of International Relations.*

The inquiry which has been decided upon in 1931, with a view to studying the scope and character of the teaching of international relations in higher educational establishments, has already covered seventeen countries: Australia, Bulgaria, Canada, Czechoslovakia, Denmark, Finland, Germany, Great Britain, Hungary, Italy, Netherlands, Palestine, Poland, South Africa, Sweden, United States, and Yugoslavia. Other countries—Belgium, France, Norway, Spain, Switzerland—stated that their reports were in process of preparation and would be forwarded later.

The Committee decided to continue the inquiry and recommended that the competent organs should make an analytical study of the replies received.

##### (b) *Revision of School Text-books.*

Those who are concerned with the training of the younger generations and the promotion of a spirit of international understanding and goodwill, have for several years past had this revision particularly at heart. Lately, further progress has been made with this work. Not only has the Institute of Intellectual Co-operation continued its activities in this direction, but the Conference for the Reduction and

Limitation of Armaments has prepared a formula concerning moral disarmament which deals with the revision of school text-books. Moreover, different National Committees are at present interested in the publication of books for masters or pupils on international relations.

##### (c) *Educational Films*

During the past year various proposals have been made to the League of Nations Secretariat by certain groups stating that they were prepared to promote the production of short-length documentary films on various activities of the League.

The Sub-Committee of Experts for the Instruction of Youth recommended that the Committee on Intellectual Co-operation should, as soon as possible, frame the main lines of a comprehensive programme which would ensure close co-ordination between the efforts of the Information Section of the Secretariat, the Intellectual Co-operation Section, the Rome Institute and the Paris Institute. That programme would have to take into account the various aspects of the international problem of the cinematograph, such as its educational, cultural rôle, etc.

The Committee on Intellectual Co-operation, after having noted the report of M. Rocco, Chairman of the Governing Body, and of M. de Feo, Director of the International Educational Cinematographic Institute at Rome, took steps to ensure contact with the organisations of the film industry. It recommended, for instance, that a committee of experts representing groups of film industry should be convened as soon as possible, in order to discuss with it questions relating to the cinema from the standpoint of the work of the League.

Further, it stipulated that the efforts of the Organisation should, for the time being, aim simply at encouraging the production of films of an educational character dealing with the League of Nations. It noted with satisfaction a proposal by M. Destrée to contribute to the preparation of a scenario and the execution of a film on these lines.

As regards the framing of a general plan, recommended by the Sub-Committee for the Instruction of Youth, the Committee was of

\* There met in succession: the delegation of the Sub-Committee of Experts for the Instruction of Youth (July 10-11); the Committee of Library Experts (July 12-13); the Executive Committee of the Intellectual Co-operation Organisation (July 14-15); the Governing Body of the International Institute of Intellectual Co-operation (July 15); the Committee on Intellectual Co-operation (July 17-23), the Governing Body of the International Institute of Intellectual Co-operation (July 19-22).

opinion that the International Congress on Education through the Cinema, which is to meet at Rome in April, 1934, under the auspices of the International Educational Cinematographic Institute, might study these various problems. It decided, further, to set up, with the object of preparing for the proceedings of the Congress, a Committee which would include representatives of the various bodies concerned.

#### (d) *Broadcasting*

The Committee on Intellectual Co-operation was of opinion, in view of the results of the inquiry undertaken by the Paris Institute on the educational aspects of broadcasting, that this new and powerful means of action should be employed in the service of international rapprochement. It instructed the Institute of Intellectual Co-operation to continue its studies, and to examine in particular the possibility of preparing draft agreements which might be submitted in the near future to Governments, and to national broadcasting organisations with the object of regulating messages from broadcasting stations and avoiding the propagation of news calculated to disturb good understanding between nations.

#### (e) *National Educational Information Centres.*

The Committee had passed a recommendation in 1932 that there should be set up in every country a national educational information centre. The Committee's task during the past year has been to encourage the creation of national centres in the different countries. Its efforts have resulted in the creation of a national centre in each of the following twenty-three countries: Australia, Austria, Belgium, Bulgaria, Canada, Denmark, Estonia, France, Germany, Great Britain, Iceland, Ireland, Italy, Latvia, Luxembourg, Netherlands, Norway, Poland, Roumania, South Africa, Spain, Sweden, United States.

Pending the meeting of representatives of these various centres, the Institute has set up an advisory Committee consisting of representatives of the principal national centres already in existence. That Committee framed the general lines of a select bibliography of works and articles of value published in the various countries on educational subjects, which will begin to appear very shortly.

#### (g) *Reorganisation of the Committee of Experts for the Instruction of Youth*

The Committee on Intellectual Co-operation had contemplated the reorganisation of the Sub-Committee of Experts for the Instruction

of Youth. It had entrusted the task of studying how that Sub-Committee could best be reorganised to a few members of the Executive Committee of the Intellectual Co-operation Organisation. The latter expressed the view that it was expedient (1) to reduce the number of members of the Committee, (2) to establish a closer connection between that body and the Committee on Intellectual Co-operation, (3) to authorise it to apply on occasion to experts in various branches of education and of educational cinematography and broadcasting.

The Committee accordingly decided that an advisory body, of which it would itself appoint the members, should be substituted for the Sub-Committee of Experts. That body would consist, during an initial period of three years, of three members of the Committee on Intellectual Co-operation and of two persons at present belonging to the Sub-Committee. The questions with which it would deal would be selected by the Executive Committee. According to the nature of the question selected, the Executive Committee might appoint assessors. These should not exceed five in number.

#### II. *Adult Education*

The Committee heard a statement by the Director of the Institute reviewing the work of the Institute during the past year. The Director first pointed out that adult education, after having made speedy progress during the post-war years, had reached a point at which an international plan appeared desirable and held out the promise of extremely useful results. He then referred to the first International Congress for Adult Education convened at Cambridge in 1929, the inquiry begun some years ago by the International Labour Office on professional organisations and workers' education, and the request submitted by the Labour Office to the Paris Institute to undertake researches into the use of popular libraries and popular arts and workers' leisure.

The Committee was of opinion that an inquiry and comparative studies should be carried out, and entrusted this task to the International Institute of Intellectual Co-operation. It will be the latter's duty, not to produce an enumeration or complete description of the existing institutions, but to bring out the essential aspects of the different methods of adult education.

#### III. *Study of Certain Aspects of the Moral and Social Sciences.*

The Committee on Intellectual Co-operation considered a proposal by Professor Shotwell that certain aspects of the moral and social

sciences should in future be studied by the Intellectual Co-operation Organisation. The study would be entrusted to a special Sub-Committee constituted on the model of the Committee on Arts and Letters, and would be asked to describe the organisation of the teaching of these sciences in every country and the fundamental principles and repercussions of such teaching on the conclusion of treaties repudiating recourse to war.

The Committee, noting that differences of conception existed as to the scope and methods of the political and social sciences, and being desirous of facilitating the study already begun on the teaching of international relations with a view to the carrying out of a programme of moral disarmament, expressed the view that the Intellectual Co-operation Organisation should extend its activities to the whole sphere of the political and social sciences. The principles and methods to be employed, and also the object of the initial work undertaken will be established after consultation with certain persons to whom the Institute of Intellectual Co-operation will submit Professor Shotwell's proposals. The creation of a Committee to watch over the execution of the programme will follow later.

#### IV *Scientific Questions*

The Committee on Intellectual Co-operation passed in review the progress achieved in regard to the co-ordination of scientific terminologies, collaboration with scientific museums and the preparation of a list of research laboratories. On this last point the Paris Institute collected in 1933 material on which a publication might be based. It has also received from Professor Magrini, of Rome University, a most encouraging offer of collaboration.

#### V *Literary and Artistic Questions.*

The Committee on Intellectual Co-operation decided to continue, on the same lines, the open *letters and conversations* inaugurated in 1931.\*

It heard a statement by Mme. Curne on the Conversation at Madrid in May, in which various eminent persons had taken part. The Conversation concerned the individual, national and human aspects of culture. The discussions led to a fruitful exchange of views rather than to unanimous conclusions.

#### VI. *Work of the National Committees for Intellectual Co-operation.*

The National Committees for Intellectual Co-operation created in individual countries to deal with intellectual questions from a national

standpoint, though with a view to regular collaboration with the International Committee, have made most satisfactory progress during the last ten years. They have given the Paris Institute and the League of Nations Secretariat valuable assistance in their work. It is thanks to them that the Paris Institute has been able to carry out certain of the tasks entrusted to it.

With a view to strengthening the bonds between the National Committees and the Intellectual Co-operation Organisation, the latter has decided in future to invite a few members of these National Committees to attend meetings. This year five National Committees—Denmark, Greece, Hungary, Poland and Yugoslavia—had been invited to send representatives to be present at the proceedings of the Committee on Intellectual Co-operation.

#### VII. *Collaboration with China.*

The Committee discussed the reorganisation of public education in China. As is explained in the report of the Director of the Intellectual Co-operation Institute, the conclusions of the experts sent by the League of Nations to China, at the Chinese Government's request, to study education and its reorganisation, was favourably received by the educational world. Certain criticisms have, however, been levelled at the experts' work, in particular by Dr. James Yen, Director of the Mass Education Movement. Professor Langevin, who was one of the members of the mission to China, gave the Committee certain explanations and replied to Dr. Yen's observations. He pointed out that the sole object of the educationists sent to China had been to facilitate the co-ordination of the Chinese Government's efforts in the matter of educational reorganisation, and that their intention had been primarily to offer such advice as seemed to them best calculated to ensure to China the benefit of western experience in the development of her own culture.

After the visit to China of the experts appointed by the League of Nations, the Chinese Government, it will be remembered, had sent a mission of educationists to Europe. The members of that mission, which arrived in Europe in August, 1932, studied the organisation of public education in various countries. Preparations for their tour had been entrusted to the International Institute on Intellectual Co-operation, which had drawn up the programme. It was the first occasion on which the Institute had assisted in an inquiry of this kind. The experience acquired during the

\* See Monthly Summary, Vol. XII, No. 8/9, page 255.

† See Monthly Summary, Vol. XIII, No. 4, page 94.

\* See Monthly Summary, 1931, Vol. XI, No. 7, page 178.

four—lasting about eight months—bears witness to the success of its efforts. The Chinese educationists were brought into touch with the leading educational authorities in each of the countries visited—Poland, Germany, Denmark, France, United Kingdom, Italy, Austria, and the U.S.S.R.—and were given an opportunity of discussing the various problems of organisation with the leaders responsible for education in those countries.

The first stage of collaboration with China has thus been achieved. When the report of the Mission of Chinese Educationists has been communicated to the Committee on Intellectual Co-operation, the latter will have before it a plan of work drawn up by the Chinese Government in the light of the conclusions of the experts appointed by the League of Nations and of the experience of the Chinese mission to Europe. In the meantime, the Institute of Intellectual Co-operation will keep in touch with the competent authorities in China. Further, the Director of the Institute stated that the work of the three professors sent by the League of Nations to Nanking University had proved entirely satisfactory, and that the services rendered by them had far exceeded the scope of their professional obligations; they were M. Edouard Parejas, Professor of Geology at Geneva University; M. von Wissman, Professor of Geography at Vienna University; and Mr. H. N. Davey, Professor of English Literature at Nottingham University.

#### VIII. *Scientific Study of International Relations*

From 1928 to 1931 the Paris Institute took steps to co-ordinate the efforts of the institutes of higher international studies. The purpose of the co-ordination was exchanges of all kinds and the establishment of a dictionary of political terms which should constitute a working instrument. In 1931, at Copenhagen, the representatives of these institutes decided to go further and to embark upon the scientific study of an important subject. That subject—State intervention in economic life—was discussed at Milan in 1932. The Institute of Intellectual Co-operation published the reports and proceedings of the meeting. In May and June, 1933, the same subject was taken up again in London. A new subject—collective security—has been placed upon the agenda of the next meeting; it will not be discussed until 1935, the year 1934 being devoted to preparatory work.

#### IX. *Moral Disarmament*

The Committee on Intellectual Co-operation has followed with the keenest interest the work

of the Committee on Moral Disarmament of the Conference for the Reduction and Limitation of Armaments. It expressed its satisfaction at the co-operation between the Secretariat of the Intellectual Co-operation Organisation and the Paris Institute in the studies undertaken by that Committee.

It noted with sympathetic interest the new texts which are to be submitted to the Committee on Moral Disarmament, concerning education, the co-operation of intellectual circles, the use of technical means for disseminating information. Some of these questions have for many years been on the agenda of the Committee on Intellectual Co-operation. The latter prepared a draft text, which it hopes that the Committee on Moral Disarmament will take as a basis for its future work.

#### X. *Libraries.*

The Committee approved the work of the Committee of Library Experts. That work concerned the co-ordination of libraries and the publication by the Institute of Intellectual Co-operation of a volume on popular libraries and workers' leisure. It also included another publication, now in course of preparation "*Professional Training of Librarians.*"

The Committee on Intellectual Co-operation, on the proposal of the Committee of Library Experts, requested the Institute to consider the compilation of an *International Guide to Documentation*, showing the chief centres for national and international information. This publication will supplement those already brought out by the Institute, namely, the *Index Bibliographicus* and the *Guide to National Information Services.*

#### XI. *Intellectual Rights.*

The Committee discussed scientific rights and passed a recommendation urging that the sums allocated to science and to scientific establishments should not be unduly curtailed, despite the need felt by every State for strict economy in every field.

#### 2. *INTERNATIONAL CIRCULATION OF EDUCATIONAL FILMS.*

On July 3rd the Council decided to postpone for two or three months the meeting of Government delegates to consider the draft convention for facilitating the international circulation of educational films.\* The meeting had been fixed for July 5th.

The Council deemed it inadvisable that this meeting should coincide with the session of the Monetary and Economic Conference.

\* See Monthly Summary, Vol. XII, No. 10, page 290.

## VI.—TECHNICAL ORGANISATIONS.

TECHNICAL CO-OPERATION BETWEEN THE  
LEAGUE OF NATIONS AND CHINA.\*

On July 3rd the Council took note of a communication from the Chinese Government dated June 28th.

In this communication, the Chinese Government recalled the circumstances in which technical co-operation between the League of Nations and the Chinese National Economic Council had been initiated and continued for the past two years, and requested the appointment of a technical agent to maintain liaison between China and the League. It explained this request by its decision to undertake a scheme of national reconstruction in certain provinces to be selected as models. Reference was also made in the communication to the missions carried out in China by two high officials of the Secretariat, by experts belonging to the League's technical organisations, and by specialists appointed by the Chinese Government on the Secretary-General's advice. It concluded by mentioning that the work thus begun had concerned education, public health, communications, public works, agriculture, finance, and administration, and had proved of the highest value.

The Chinese representative, after thanking the League for its co-operation with his country, explained that the Chinese Government desired that co-operation to continue, and that its request for a specialist was intended to promote and facilitate technical co-operation, the high value of which had already been demonstrated. He made it clear that the liaison officer would also assist the National Economic Council in co-ordinating the activities of the various experts engaged by the Chinese Government and now at work in China.

In compliance with this request, the Council set up a committee to take the necessary action. This Committee consisted of the President of the Council, the Mexican representative, and the representatives of China, Czechoslovakia, France, Germany, Italy, Norway, Spain, and the United Kingdom. It met in Paris on July 18th.

The United States Government, having in the meantime manifested its interest in the question of technical co-operation with China, was represented at the Committee's meeting by an unofficial observer.

The Committee decided to appoint for one year Dr. I. Rajchman, Director of the Health

Section of the League, as technical agent to maintain liaison between the Chinese Government and the competent organs of the League. It emphasised that the co-operation contemplated was to be of an exclusively technical character.

## COMMUNICATIONS AND TRANSIT.

*Buoyage and Lighting of Coasts.*

A Committee of League experts met in London from July 17th to 22nd to study afresh a question which it had not been found possible to solve at the International Conference for the Unification of the Buoyage and Lighting of Coasts, held at Lisbon in 1930.\*

The Committee's task was to decide what signals should be universally adopted for coast buoyage, both as regards lateral buoyage, used more particularly for well defined channels, and cardinal buoyage, used where the coast is flanked by islands, rocks and shoals to indicate dangers in the open sea.

Proposals had been submitted by the United Kingdom Government with regard to lateral buoyage and by the French Government with regard to cardinal buoyage. A draft agreement was drawn up on the basis of these proposals by the Committee of Experts. Certain reservations were, however, made by the Japanese expert.

The Committee requested the Committee on Communications and Transit to forward this draft to the Governments invited to the Lisbon Conference and to ask them to state whether they are prepared to conclude an agreement for the unification of buoyage with other Governments on the basis of this draft.

Should it appear from the replies received from Governments that a universal unification of buoyage on the lines of the draft is not immediately practicable, the experts were of opinion that it would still be possible to make considerable progress in this direction by agreements between Governments. They also considered that the necessary steps should be taken to promote the early conclusion of such agreements either by summoning a conference *ad hoc* or by simply inviting signatures to a Protocol.

The Committee was presided over by Sir John Baldwin (United Kingdom), and consisted of M. P. H. Water, representing the Advisory and Technical Committee for Com-

\* See Monthly Summary, Vol. XI., No. 5, page 123.

\* See Monthly Summary, Vol. X., No. 10, page 234.

munications and Transit; M. G. Meyer (Germany), Captain A. H. Ryley (United Kingdom), Mr L. Tweedie-Stodard and Captain L. R. Carrel (China), Captain P. E. B. Sinding (Denmark), Captain M. S. Tainio (Finland), M. A. de

Rouville (France), Captain V. Magliocco (Italy), Captain M. Yamanaka and M. Yoneda (Japan), Captain Per Askim (Norway), M. van Braam van Vloten (Netherlands), M. Erik Higg (Sweden).

## VII.—SOCIAL AND HUMANITARIAN QUESTIONS

### OPIMUM.

#### *Entry into Force of the 1931 Convention*

The Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, signed at Geneva on July 13th, 1931, came into force on July 9th. At present, thirty-nine countries, including the leading manufacturing States, have ratified the Convention or acceded to it, *viz.*—

Belgium	Mexico
Brazil	Monaco
Bulgaria	Netherlands
Canada	Nicaragua
China	Persia
Costa-Rica	Peru
Cuba	Poland
Czechoslovakia	Portugal
Free City of Danzig	Roumania
Dominican Republic	Salvador
Egypt	Spain
France	San Marino
Germany	Sudan
Guatemala	Sweden
Haiti	Switzerland
Hungary	Turkey
India	United Kingdom
Irish Free State	United States of
Italy	America
Lithuania	Uruguay.

The only technical Conventions administered by the League which have obtained a larger number of ratifications are the Hague and Geneva Opium Conventions (1912 and 1925) and the Convention on the Traffic in Women and Children (1924).

Under the terms of the Convention, the estimates of the quantities of drugs required in each country for medical and scientific purposes in 1934 were to reach the Permanent Central Opium Board at Geneva before August 1st, 1933.

The Supervisory Body, the new international organ entrusted under the Convention with the task of examining the estimates thus received, now enters upon its duties. It is composed of Sir Malcolm Delevingne (British), nominated by the Advisory Committee on Opium and other Dangerous Drugs; Mr. Herbert L. May (American), nominated by the Permanent

Central Opium Board, Professor M. Tiffeneau (French), nominated by the Health Committee, and Dr. H. Carrière (Swiss), nominated by the Office international d'Hygiène publique, Paris.

The 1931 Convention provides that the quantity of drugs to be manufactured shall be limited to the estimates of medical requirements supplied in advance by the various Governments. It further stipulates that the manufacture and distribution from factory to consumer shall be controlled under a national system complying with the principles of the Opium Convention, and also under an international system to be operated from Geneva.

The Convention will come into operation in two stages. The first part of the Convention, which is applicable immediately, relates to the system of estimates. The second, which deals with the present system of manufacture and the control of distribution, is applicable from January 1st, 1934.

Under the terms of the Convention, the estimate system becomes universal from the moment of its application. If any State, whether a party to the Convention or not, fails to supply its estimates by August 1st of each year, such estimates shall be drawn up by the Supervisory Body. It will be the latter's duty to examine all the estimates received. It will be entitled to request the countries concerned to supply additional information or particulars for the purpose either of supplementing their estimates or of explaining their statements. After examination, the latter will be incorporated in a statement containing the estimates which will be circulated by the Supervisory Body to all countries. This statement, which will form the basis of the whole system of national and international control provided for in the Convention, will determine the total quantity of drugs that may be manufactured, and also the total limits within which national and international trade in the drugs may take place. No country will be entitled to manufacture drugs in excess of the quantity required for its legitimate needs (not including the quantities required to execute orders received). Furthermore, no country may import quantities in excess of its total estimates. Import and export will take place only within the limits set

by the estimates. Each transaction will be governed by the system of national import certificate and export authorisation established by the League in 1922, and incorporated in the Geneva and Limitation Conventions.

This system of control will be combined with an international *ex post facto* check on the basis of the quarterly import and export statistics and on annual statistics of manufacture, consumption, stocks and seizures. These statistics will be forwarded to the Permanent Central Opium Board set up under the Geneva Convention of 1925, whose duty it is to watch on the basis of the statistics received the course of the international trade in the drugs.

#### INTERNATIONAL RELIEF UNION.

##### *Meeting of the General Council.\**

As a result of the entry into force of the Convention establishing an International Relief Union, the General Council of this Union, convened by the Council of the League, held its first session at Geneva on July 10th and 11th, under the presidency of M. Paul Dinichert (Switzerland).

In opening the proceedings, the Deputy-Secretary-General of the League, M. Pilotti, paid a tribute to the author of the plan, the Italian Senator Ciraolo, and recalled that the ideas to which the Union owed its existence were embodied in Article 23 of the Covenant.

The General Council, after having elected M. Ciraolo its President of Honour, appointed the Executive Committee of the Union, which will consist of seven members and seven deputy members. It then adopted a set of rules for its procedure and a draft arrangement between

the International Relief Union and the International Red Cross providing for the discharge of the Union's functions, and instructed the Executive Committee of the Union to take the necessary measures to that end in co-operation with the International Red Cross Organisations.

At the close of General Council's meeting the Executive Committee of the Union held its first session in the Offices of the International Committee of the Red Cross.

The following are the members of the Executive Committee: M. Giovanni Ciraolo, Senator, former President of the Italian Red Cross, M. A. Delta, formerly a member of the Committee for the Establishment of Refugees in Greece; M. Paul Draudt, Vice-President of the German Red Cross; M. Albert François, Senator, Treasurer of the Belgian Red Cross, Marquis de Lillers, President of the French Red Cross; Mr. Algernon Maudslay, Chairman of the Relief Commission of the British Red Cross Society, M. Parra-Perez, Minister of Venezuela in Rome, Member of the League Supervisory Commission.

The following are deputy members: Sardar Bahadur Balwand Singh Puri, Assistant Secretary of the Indian Red Cross Society; Mahmoud Fakhry Pacha, Envoy Extraordinary and Minister Plenipotentiary of Egypt in France; M. Stéphane Lavitchieff, Vice-President of the Bulgarian Red Cross; M. Vassa Lazarevitch, member of the Executive Committee of the Yugoslavian Red Cross; Dr. H. M. Linhart, Director-General of the Czechoslovakian Red Cross; Count Henry Potocki, President of the Polish Red Cross; Mr. MacKenzie, Secretary-General of the Save the Children International Union.

## VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### 1 POSTPONEMENT OF THE ASSEMBLY.

On July 3rd the Secretary-General of the League informed the Council that he had received suggestions that the opening of the fourteenth ordinary session of the Assembly, which, in accordance with the Assembly resolution of 1930, had been fixed for the first Monday in September,† should be postponed until September 25th.

The Council decided to consult the Members of the League and to convene the Assembly for September 25th if the majority of the Members

whose replies were received by July 25th were in favour of this suggestion.

A majority of the Members having notified their acceptance, the Secretary-General has informed the States Members that the Assembly will be postponed until September 25th.

### 2 INTERNATIONAL ENGAGEMENTS

#### *Registration of Treaties.*

Among the treaties and international engagements registered with the League Secretariat during July are the following:

The Pact of Organisation of the Little Entente (Geneva, February 16th, 1933), presented by Yugoslavia;

\* See Monthly Summary, Vol. XII., No. 10, page 301, and Vol. XIII., No. 1, page 23.

† See Monthly Summary, Vol. X., No. 9, page 194, and 211, and Vol. XIII., No. 5, page 129.

The Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs (Geneva, July 13th, 1931), registered following its entry into force on July 9th, 1933 ;

The Protocol of Signature of the above Convention (Geneva, July 13th, 1933) ;

A Treaty of Conciliation, judicial settlement and arbitration, between France and Finland (Paris, April 28th, 1933), presented by France ;

A Treaty of Friendship, Commerce and Consular Rights (Washington, June 15th, 1931) between the United States of America and Poland, presented by Poland ;

Exchanges of Notes constituting Provisional Commercial Agreements between Brazil and Canada, Brazil and Mexico, Brazil and Roumania, Brazil and Austria, presented by Brazil ;

An Exchange of Notes concerning commercial relations between Germany and Great Britain and Northern Ireland, presented by Great Britain ;

A Convention regarding establishment, and an *Extradition Treaty* between Iraq and Turkey (Ankara, January 9th, 1932), presented by Iraq ;

A Convention between Denmark and Norway concerning the establishment and upkeep of a sea-route between Hirtshals and Southern Norway (Copenhagen, July 8th, 1933), presented by Denmark ;

An Exchange of Notes between Great Britain

and Northern Ireland and Greece in regard to passports for seamen, presented by Great Britain ;

An Exchange of Notes between Great Britain and Northern Ireland and Belgium relating to the Boundary between Northern Ireland and Rhodesia and the Belgian Congo, presented by Great Britain ;

An Exchange of Notes between India and Iraq constituting an arrangement for an exchange of money orders, presented by Great Britain ;

An Agreement between France and India respecting the sale of Opium in Chandernagore (Chikinsurah, December 28th, 1932), presented by the United Kingdom ;

An Agreement between Germany and Poland concerning facilities in railway traffic (Berlin, November 21st, 1930), presented by Poland ;

An Agreement between Great Britain and Northern Ireland and Italy concerning claims of certain British and Italian protected persons and colonial subjects arising out of raids and incidence on the Anglo-Italian frontier in Somaliland (Biken, September 2nd, 1930), presented by Great Britain ;

A Convention between the Economic Union of Belgium and Luxembourg and Yugoslavia for the settlement, by means of compensation, of commercial credits (Belgrade, July 7th, 1932), presented by Yugoslavia.

## IX.—OTHER QUESTIONS.

WELCOME TO M. AVENOL, SECRETARY-GENERAL OF THE LEAGUE

On July 3rd the President of the Council welcomed M. Avenol, the new Secretary-General of the League, who was present for the first time in his new capacity at the twenty-fourth session of the Council. He recalled the

exceptional services M. Avenol had already rendered to the cause of peace and of the League.

The new Secretary-General, in thanking the President, said that he would find the necessary strength to fulfil his duties in the sympathy and support of the Members of the Council.

## X.—FORTHCOMING LEAGUE MEETINGS.

August 28th.—Supervisory Body to examine estimates of Narcotic Drugs received under the Limitation Convention of 1931, Geneva.

September 16th.—Financial Committee, Geneva.

September 20th.—Technical Committee of the National Defence Commission, Geneva.

September 22nd.—Seventy-sixth (Ordinary) Session of the Council, Geneva.

September 22nd.—Supervisory Commission, Geneva.

September 25th.—Fourteenth (Ordinary) Session of the Assembly, Geneva.

September 27.—Bureau of the Conference for

the Reduction and Limitation of Armaments, Geneva.

October 16th.—General Commission of the Conference for Reduction and Limitation of Armaments, Geneva.

October 17th.—Permanent Mandates Commission, Geneva.

October 30th.—Advisory Committee on Traffic in Opium, Geneva.

December 4th.—Special Temporary Committee for Assistance to destitute foreigners and the Execution abroad of Maintenance Orders, Geneva.



# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

## I. ADMINISTRATION OF THE PRINCE OF PLESS (GERMANY *v.* POLAND).\*

On February 4th, 1933, the Court had made an Order by which, after joining the preliminary objection raised by the Polish Government to the merits, it proceeded, *inter alia*, to fix August 15th, 1933, as the time-limit for the filing of the said Government's Counter-case in this case, subject to two reservations:

(1) Should the Polish Government ask for an extension of the time-limits, on the ground that the Supreme Polish Administrative Tribunal had not pronounced the judgment by July 1st, 1933, upon the appeals of the Prince von Pless, the Court would give effect to such a request (No. 4 of the Operative Clauses of the Order), (2) should the German Government, after that date, and having regard to a request for an extension made by the Polish Government, submit a request for the fixing of time-limits, based on the contention that there had been an unwarrantable delay in the delivery of the said decision by the Supreme Administrative Tribunal, the Court would consider such request after duly hearing both parties (No. 5 of the Operative Clauses of the Order).

In a letter dated June 29th last, the Agent of the Polish Government adverted to the Order of February 4th and requested the Court to extend the time-limits in question till December 31st, 1933. On July 4th, the Vice-President of the Court, who was officiating as President, made an Order complying with this request, without prejudice to the rights of the German Government's Agent, under No. 5 of the Operative Clause of the Order of February 4th. On being informed of the Polish request, the German Government's Agent announced, on July 8th, that his Government did not intend to submit a request as provided in No. 5 of the Operative Clause. Accordingly, the time-limits fixed in the Order of July 4th have become definitive, and the case will be ready for hearing on or after February 28th, 1934, the date laid down for the filing of the Polish Rejoinder.

## 2. JUDGMENT DELIVERED BY THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL ON FEBRUARY 3RD, 1933 (CZECHOSLOVAK *v.* HUNGARY).†

The Czechoslovak Government appointed as

its judge *ad hoc*, to sit on the Bench of the Court in this case, M. Karel Hermann-Otavsky, Doctor of Law, professor at the Charles University at Prague.

The Hungarian Government, which is the defendant, appointed M. Guillaume Paul de Tomcsanyi, former Minister of Justice, as its national judge, and M. Ladislav Gajzago, Envoy Extraordinary and Minister Plenipotentiary, as its Agent before the Court

## 3. THE FRANCO-GREEK LIGHTHOUSES' CASE \*

The Greek Government notified the Registry, by a letter dated June 7th, that it had appointed M. Séféridès, professor at the University of Athens, as judge, and M. T. Triantafyllakos, Greek Chargé d'affaires at The Hague, as agent. The French Government, in a letter dated July 27th, informed the Registry of the appointment of M. J. Basdevant, legal adviser in the French Ministry for Foreign Affairs, as its Agent in the case.

In these circumstances, the Court was in a position to make an Order, on July 28th, 1933, fixing the time-limits for the written procedure as follows:

For the Cases: October 27th, 1933;

For the Counter-cases: January 26th, 1934

At the same time, the Court reserved its right to call, subsequently, for the submission of a written Reply by each of the parties, if this should appear necessary.

## 4. POLISH AGRARIAN REFORM AND THE GERMAN MINORITY (GERMANY *v.* POLAND).‡

On July 3rd, 1933, the German Government filed an application instituting proceedings with the Registry of the Court in the case concerning the application of the agrarian reform to the German minority in the voivodeships of Posenania and Pomerelia, and kindred questions. This application was submitted by the German Government in the exercise of the right conferred upon it, in its capacity as a Member of the Council of the League of Nations, by Article 12 of the Treaty concerning the protection of minorities concluded at Versailles on June 28th, 1919, between the Principal Allied and Associated Powers and Poland. The German Government alleges that the Polish Government has acted contrary to the obligations which it assumed under Articles 7

\* See Monthly Summary, 1933, Vol. XIII, No. 2, page 43.

† See Monthly Summary, 1933, Vol. XIII, No. 5, page 132.

\* See Monthly Summary, 1933, Vol. XIII, No. 5, page 132.

‡ See Monthly Summary, Vol. XIII, No. 5, page 132.

and 8 of the said Treaty, by discriminating against Polish nationals of German race, to their detriment, in the carrying out of the agrarian reforms, and it requests the Court to declare that violations of the Treaty have been committed, and to order reparation to be made.

The application confirms what was said in a communication made to the Registry on May 26th, 1933, to the effect that M. Viktor Bruns, Professor of Law at the University of Berlin, and Director of the Institute of Comparative Public and International Law, was appointed as Agent of the German Government in this case.

By an Order dated July 4th, 1933, the Vice-President of the Court, who was officiating as President, fixed September 1st, 1933, and October 27th, 1933, as the dates on which the German Government's Case, and the Polish Government's Counter-case are to be filed with the Registry. This Order reserves the Court's right subsequently to fix the dates for the filing of the Reply and Rejoinder.

#### 5. POLISH AGRARIAN REFORM AND THE GERMAN MINORITY—REQUEST FOR INDICATION OF INTERIM MEASURES OF PROTECTION (GERMANY *v.* POLAND).

Simultaneously with the application instituting proceedings in the case mentioned above, the German Government filed a request for the indication of interim measures of protection. The request, which has for its object the maintenance of the *status quo*, pending the Court's definitive judgment in the case, is founded on a statement of facts which, according to the German Government, reveal the imminent danger in which the landowners of the German minority are placed, and the necessity for safeguarding the rights of the minority that are in dispute.

In accordance with Articles 23 of the Statute, and 57 of the Rules of Court, the Vice-President of the Court, who was officiating as President, convened the Court on July 10th to pass upon the request for interim measures. In accordance with Article 57, paragraph 3, of the Rules of Court the parties were informed that the Court would give them an opportunity of presenting oral observations in regard to this request, at a public hearing to be held on July 11th.

The German Government's Agent then intimated that his Government was indeed desirous of offering oral observations. The Polish Government declared, at first, that it also desired to be heard; however, it asked for the

postponement of the hearing till the end of July; this request was not accepted, and the Polish Government then informed the Court that, in spite of the desire it had expressed, it would find it impossible to present its oral observations on July 11th.

In these circumstances, at the public sitting on July 11th, the President announced that the Court had decided to adjourn any further hearings in regard to the German request till Wednesday, July 19th. The German Government's Agent then declared before the Court that his Government would not be responsible for the consequences of any delay.

On July 12th, 1933, the Polish Government informed the Court that it would be represented, for the presentation of oral observations on the request for interim measures, by M. Thadeus Sobolewski, Superior Councillor in the State Litigation Office.

On July 19th the hearings were resumed. On that day, and on July 20th and 21st, the Court heard oral observations, replies and rejoinders from the Agents of the parties to the dispute.

On July 29th the Court delivered an Order by which, for reasons of form, it dismissed the German Government's request for the indication of interim measures.

#### 6. OPTIONAL CLAUSE.

The German Government deposited on July 5th with the Secretariat of the League of Nations the instrument of ratification by the President of the Reich of the declaration of renewed adhesion made on February 9th, 1933, to the Optional Clause, recognising the jurisdiction of the Court as provided in Article 36 of the Statute of the Permanent Court of International Justice.

This declaration is couched in the following terms:

"In the name of the German Government I recognise as obligatory in full right and without special convention *vis-à-vis* any member or State accepting the same obligation, the jurisdiction of the Court in conformity with Article 36, paragraph 2 of the Statute of the Court for a term of five years, beginning March 1st, 1933. This declaration is applicable to all differences which should have arisen after February 29th, 1928, the date of the ratification of the declaration made on the subject in Geneva September 23rd, 1927, or which may arise in the future with regard to situations or facts subsequent to the said ratification. Exception is made in those cases where the parties have agreed or shall agree to have recourse to another method of pacific settlement. The present declaration will enter into force from the date of this ratification."

#### 7. TREATIES COMMUNICATED TO THE REGISTRY.

The Netherlands Government filed with the Registry of the Court the text of a Treaty of judicial settlement, arbitration and conciliation concluded between Japan and the Netherlands on April 19th, 1933, at The Hague. The main provisions of this treaty, which provides for the settlement of disputes between the parties by a new method, may be summarised as follows:

Article 1 provides for an optional form of conciliation procedure, in regard to disputes which in the opinion of both parties are of a legal character, in regard to other disputes a compulsory form of conciliation procedure is provided. Article 2 lays down that any disputes for which a special form of procedure has been provided under the terms of other existing conventions shall be settled in accordance with the terms of those conventions. Under the terms of Article 3, legal disputes which have not been submitted to the Conciliation Commission or have not been definitively settled by that Commission shall by mutual consent between the parties be submitted by special agreement either to the Permanent Court of International Justice or to an Arbitral Tribunal which gives judgment according to the rules laid down in the 1907 Hague Convention. Failing agreement as to the form, or if the Tribunal cannot be constituted within a certain time-limit, the dispute shall be submitted to the Court by the same method of procedure. Article 10 provides for the exhaustion of municipal remedies prior to having recourse to the international procedure set up under the terms of the Treaty. Article 22 consists of an undertaking by the parties to carry out in good faith judgments rendered by the Arbitral Tribunal or by the Court. The parties undertake further not to take any step during the proceedings

before the Conciliation Commission, the Arbitral Tribunal or the Court that might unfavourably effect the future decision. Article 23 provides that if a dispute were to arise between the parties as to the interpretation of the present treaty such a dispute shall be settled by the procedure laid down in the treaty.

At the time of the signature of the treaty a protocol was drawn up in which the representatives of Japan and the Netherlands declared that they agreed to the following:

1. The above-mentioned treaty shall apply to all disputes that may arise between the two countries and not directly affecting the interests of third Powers.

2. If, owing to the withdrawal of Japan from the League of Nations, of which notification was made on March 27th, 1933, a change were to take place in the international situation, the High Contracting Parties will enter into negotiations at the request of the Japanese Government for the purpose of considering whether the provisions of the said treaty relating to the Court should be modified. During these negotiations the application of the provisions in question shall be suspended. The proceedings in cases actually pending before the Court at the time, if the Japanese Government were to make the request contemplated above, would nevertheless be continued until finally terminated and the provisions of the treaty would continue to be applicable to the decisions of the Court in such cases.

The Netherlands Government also filed with the Registry of the Court the text of a Treaty of Arbitration, judicial settlement and conciliation between the Netherlands and Venezuela concluded on April 5th, 1933, at The Hague

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VOL. XIII., No. 9.

SEPTEMBER, 1933.

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Return of the Argentine to  
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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XIII., NO. 9.

SEPTEMBER, 1933.

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

September, 1933.

With the opening of the fourteenth ordinary session of the Assembly and the meeting of the Council the League displayed, as usual, a more intense activity during September.

The return of the Argentine to League membership was the outstanding event of the Assembly's session.

The Council heard an account by M. Hymans of the work of the Monetary and Economic Conference and decided to convene a diplomatic conference to consider veterinary draft conventions framed by the Economic Committee.

It noted the report of the Mandates Commission and the conclusion between Danzig and

Poland of agreements on the utilisation of the port of Danzig by Poland and the treatment of Polish nationals in the territory of the Free City.

It dealt with a number of petitions arising out of the application of the German-Polish Convention relating to Upper Silesia and with a petition concerning the dissolution of a German Association in Yugoslavia. At the request of the Iraq Government, it postponed until the close of the Assembly session its consideration of the situation of the Assyrian minority in Iraq.

The Council noted the present position of the

dispute between Bolivia and Paraguay and approved the measures taken by its Special Committee to develop co-operation with China.

The Council, further, considered the report of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs, and reviewed the work of the Permanent Central Opium Board.

The Financial Committee, which also met in September, surveyed the financial situation of Austria, Greece, and Hungary, and examined the question of technical collaboration with the Roumanian Government.

## II.—MEETING OF THE ASSEMBLY.

The fourteenth ordinary session of the Assembly of the League opened at Geneva on September 25th. An important event of this session was the return of the Argentine Republic to the League membership. Both houses of the Argentine Parliament have now ratified the Covenant.

Of the fifty-seven States Members of the League fifty-four had sent delegations, namely :

Abyssinia, South Africa, Albania, Australia, Austria, Belgium, Bolivia, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, the Dominican Republic, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hungary, India, Iraq, the Irish Free State, Italy, Latvia, Liberia, Lithuania, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Persia, Peru, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Turkey, the United Kingdom, Uruguay, Venezuela, Yugoslavia.

At this fourteenth session were present seven Prime Ministers (Austria, Bulgaria, Greece, Luxembourg, Norway, Persia, Spain) and twenty-one Foreign Ministers (Belgium, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Latvia, Lithuania, Luxembourg, Netherlands, Norway, Poland, Roumania, Sweden, Turkey, the United Kingdom, Yugoslavia).

The session was opened by the President of the Council, M. Mowinckel (Norway). In his opening speech, the President pointed out that public opinion did not attach to the League the importance it deserved. He explained that what commanded the attention of the public was not the day-to-day work of the League, but its power to establish a better understanding

between the nations, to consolidate and safeguard peace. The League's attempts to maintain peace in the Far East, to find a way out of the economic crisis and to solve the problem of disarmament had, he said, led to negative rather than positive results.

M. Mowinckel observed, however, that in spite of these disappointments there were signs of economic progress and of a less depressing atmosphere in the realm of commercial policy. World industry had increased its production by nearly 30 per cent since June, 1932, and international trade also showed signs of improvement.

Turning to the London Monetary and Economic Conference, the President stressed the difficulty of reaching an agreement when so many States were gathered together to discuss matters freely at conferences of this nature. Unless those Governments which, through their importance and their power exercise a decisive influence in the world had been able to establish a basis of co-operation in advance, no fruitful results could be achieved.

This also applied to disarmament, and he regretted that the group of States called upon to take the lead had not been able to agree beforehand on a positive and definite programme.

The President added that great hopes were placed in the Four-Power Pact as a means of appeasing differences and of bringing about mutual understanding and co-operation not only between the signatories themselves, but also between other countries.

He concluded as follows :

" Fortunately, there are not only dark spots in the picture which I have to put before you, even in the political sphere. Do not the Council's efforts allow us to hope for a solution of the

conflict which at one time threatened to lead to strife between Colombia and Peru? Should we not congratulate ourselves on the perseverance displayed by the Council in its numerous endeavours to settle another conflict which threatens to divide two other countries of Latin-America—Bolivia and Paraguay—and to expose the maintenance of peace in that continent to grave dangers? Is it not also to the Council's intervention that we owe the procedure enabling the dispute which arose during the year between the United Kingdom and Persia to be settled?

"I cannot conclude these remarks on the political situation without expressing my gratification at the co-operation which the United States of America has given us in the course of the year. This co-operation has never been so important, so close and so varied, and I am sure that you will all agree with me when I express the hope that it will continue to be even closer in future.

"The constant progress in the development and reinforcement of international justice is also a cause for great satisfaction. The League's work in this sphere and the results obtained do not always attract much public attention; but by the tradition they establish, these results nevertheless represent an important step towards the replacement of force by justice in the settlement of international disputes. As regards the Northern countries, we may recall with satisfaction that the award of the Permanent Court of International Justice in the case of Eastern Greenland was accepted without question as the best method of settling a dispute between two countries."

*Election of the President*—Mr. C. T. de Water, representative of South Africa, was elected President of the fourteenth ordinary session of the Assembly by thirty votes out of fifty-three registered.

Mr. de Water, in a brief address, thanked the Assembly for the honour conferred on his country in electing him to the presidency.

M. de Madariaga, representative of Spain, paid a tribute to the memory of M. Aristide de Aguerre y Bethancourt, Minister of Cuba in Berlin, who died recently, and whose co-operation in the work of the League had been most valuable.

M. Motta (Switzerland) evoked the memory of Count Apponyi, one of the League's most devoted and faithful servants.

*Distribution of Items among the Committees*.—Every year six Committees are set up among which the work of the Assembly is divided. This year, as in 1932, the Assembly set up only five Committees, as it was not thought that disarmament questions, which were formerly considered by the Third Committee, could usefully be discussed by that body while they were still being dealt with by the various organs of the Conference for the Reduction and

Limitation of Armaments. The Committees, however, retained their former numerical titles.

*First Committee: Legal and Constitutional Questions*.—(System of Elections to the Council; Nationality of Women; Unification of Penal Law and Co-operation of States in the Prevention and Suppression of Crime.) President: M. Motta (Switzerland); Vice-President: M. Lamburg (Netherlands).

*Second Committee: Technical Organisations*.—(Work of the Health Organisation, of the Communications and Transit Organisation, of the Economic and Financial Organisation; Work of the Monetary and Economic Conference.) President: M. Carton de Wiart (Belgium); Vice-President: M. Parra Pérez (Venezuela).

*Fourth Committee: Organisation of the Secretariat and Finances of the League*.—(Audited Accounts for 1932; Financial Position of the League; New Work Involving New Expenditure on the Part of the League; Technical Concentration of the League's Work and Rationalisation of the Services of the Secretariat and of the International Labour Office, Budget; Administration of the Pensions Fund; Contributions in Arrears; Supplementary Credits.) President: M. Fotitch (Yugoslavia); Vice-President: M. von Rheinbaben (Germany).

*Fifth Committee: Social and Humanitarian Questions*.—(Traffic in Opium; Traffic in Women and Children; Penal and Penitentiary Questions; Child Welfare.) President: Mlle Hesselgren (Sweden); Vice-President: Dr Riddell (Canada).

*Sixth Committee: Political Questions*.—(Nansen International Office for Refugees, Slavery; Co-operation of the Press in the Organisation of Peace; Intellectual Co-operation; Mandates; Minorities.) President: M. de Madariaga (Spain); Vice-President: Sir Denys Bray (India).

*Agenda Committee*.—As usual, the Assembly appointed an Agenda Committee to consider the procedure to be followed for placing new questions on the agenda. It was composed as follows:

M. Mikoff (Bulgaria), President; M. Bourquin (Belgium), M. Brache (Dominican Republic), M. Gaus (Germany), M. Massigli (France), Mr. Roy (Canada), and M. Holsti (Finland).

*General Committee of the Assembly*.—The General Committee of the Assembly consists of the President and eleven Vice-Presidents. The Chairman of the Committees are *ex officio* Vice-Presidents of the Assembly, and the

following further Vice-Presidents were elected :

M. Daladier (France), Baron von Neurath (Germany), Sir John Simon (United Kingdom), Baron Aloisi (Italy), M. Castillo de Najera (Mexico), and M. Foroughi (Persia).

The President of the Agenda Committee and the President of the Credentials Committee,

M. Salnais (Latvia), are also members of the General Committee

The general discussion on the Council's report to the Assembly opened on September 27th. As usual, the various delegations expressed their views of the work done during the year by the organs of the League.

### III.—PROTECTION OF MINORITIES.

#### I. SITUATION OF THE ASSYRIAN MINORITY IN IRAQ.

On July 31st the Catholic Patriarch of the Assyrians, Eshai Marshmun, sent a telegram appealing for the intervention of the League in favour of the Assyrians whose position, he said, was desperate. He explained that the Assyrians were compelled to cross the Syrian frontier and that he himself was under government detention in Bagdad. He declared that he was using every effort to prevent bloodshed, and added that he was preparing a report on the situation.

It will be remembered that when Iraq became a Member of the League it entered into obligations similar to those contained in the minority treaties\*.

On August 6th the Iraq Government requested the Secretary-General to communicate to the Members of the Council and the States Members of the League a telegram in which it complained of the attitude of the Assyrian Patriarch, Eshai Marshmun. It alleged that he had rejected its invitation to co-operate in the work of settling the Assyrians, and that certain of his followers had resorted to force. It affirmed that a thousand Assyrians had crossed into the Syrian mandated territory without the permission of the Iraq Government. These men, who had not been disarmed by the mandatory Power, had then returned to Iraq and attacked Government troops. The Iraq Government further informed the Secretary-General that it had lodged a strong protest against the non-execution by the mandatory authorities in Syria of the terms of the Agreement with Iraq, and that it considered these authorities responsible for all the moral and material damages which might ensue.

Two days later the Iraq Government sent a further telegram stating that the armed rebellion stirred up by the supporters of the Patriarch, Eshai Marshmun, had been suppressed within a week, thanks to the prompt measures taken by the Government, that no act of oppression

had been committed by the Government troops against the villages or their inhabitants in the course of these operations; that the casualties on both sides were confined to the rebels and the Government forces; and that the overwhelming majority of the Assyrians supported the Government. It pointed out that relief committees had been formed to feed the destitute and lodge or restore them to their homes; that inquiries were proceeding regarding the instigators and responsible leaders of the rebellion; that security had been restored, and that the troops had been withdrawn to their permanent stations. The Iraq Government added that a detailed statement was being prepared, and protested against the "misleading propaganda" encouraged by quarters desirous of confusing the issue so as to hide the truth and injure the reputation of Iraq.

The French Government, in reply to the Iraq Government's criticism of the French authorities, sent a telegram to the Secretary-General in which it explained the frontier situation and described the events which took place during the period in question.

On August 17th the Patriarch Marshmun addressed a further telegram to the Secretary-General calling for the immediate action of the League and stating that Assyrian women and children had been included in the massacres perpetrated by certain Kurdish tribes armed, he alleged, by the Government of Iraq.

In view of the gravity of the situation, the Secretary-General though it necessary to apply to this petition the emergency procedure provided for in the Council resolution of June 27th, 1931. The text of the telegram from the Assyrian Patriarch was, therefore, communicated to the Members of the Council without awaiting the observations which the Iraq Government might desire to send.

On August 31st a Minority Committee composed of the representatives of the Irish Free State, Mexico, and Norway considered the petition and asked that it should be placed on the Council's agenda. The Government of Iraq was informed of it at the same time.

\* See Monthly Summary, Vol. XII, No. 5, page 158.

On September 22nd the Council decided, at the request of the Government of Iraq, which had not yet been able to submit its observations, to postpone its consideration of this matter to the close of the Assembly session.

2. APPLICATION OF THE GERMAN-POLISH CONVENTION OF MAY 15TH, 1922, RELATING TO UPPER SILESIA.

(a) *Petition of M. Gustav Kazirolek dated August 29th, 1932, Regarding his Personal Situation.\**

On August 29th, 1932, M. Gustav Kazirolek forwarded to the Council a petition regarding his personal situation.

The Polish Government stated that the question had been submitted to the Warsaw Supreme Court.

As the question was pending before the Supreme Court, the representative of the Irish Free State, rapporteur to the Council, suggested on May 26th, 1933, that its consideration should be postponed until the decision was known.

On September 22nd the Council was informed that the Supreme Court had decided to deal with this case on October 9th. At the same time the Polish Government stated that it would not be possible to communicate the text of the decision in time for the Council to deal with it during its session. The matter was therefore postponed once more.

(b) *Petition from M. L. Pawelczyk concerning his Personal Situation*

In accordance with the terms of the Paris Agreement of 1929 regarding the application of certain clauses of the Convention on Upper Silesia, the Council decided not to consider the substance of M. Pawelczyk's petition, which should be submitted to the local procedure.

(c) *Petition from M. Guido Bienek.\**

M. Bienek had addressed petitions to the Council in 1932, in which he declared that the Starost of Lubliniec had denied his claim to Polish nationality and had taken measures as a result of which M. Bienek alleges that he was compelled to sell his property in unfavourable conditions and to leave Polish territory.

On September 29th the Council noted that the Warsaw Supreme Court, to which the case had been submitted, had dismissed M. Bienek's claim for compensation. It also noted that the Polish Government, as a result of certain errors committed by the local administrative authori-

ties to which the Supreme Court had referred in its decision, had drawn the attention of these authorities to the necessity for acting strictly in accordance with the stipulations of the Geneva Convention.

(d) *Appeal of the "Deutscher Volksbund."*

In a letter dated July 6th, 1933, the Polish Government forwarded to the Council an appeal of the *Deutscher Volksbund* concerning the personal situation of M. Ernst Pietsch, who had been dismissed from the service of the *Zjednoczone Huty Krolewska i Laura Company* in 1927.

In 1929 M. Pietsch appealed to the Council, but that body decided not to enter upon an examination of his petition since the question raised by it was being dealt with under the local procedure.

While sharing the opinion of the President of the Upper Silesia Mixed Commission that M. Pietsch's petition was justified as regards the character of the intervention by the authorities, the Council found that no further action could be taken in the matter, because M. Pietsch had received compensation from the *Zjednoczone Huty Krolewska i Laura Company* and renounced all rights arising out of his service contract.

(e) *Petition from the Association of Poles in Germany.*

On April 7th the Association of Poles in Germany submitted to the Council a petition concerning the prohibition of a meeting which was to have been held at Gross-Strehlitz by members of the Polish minority.

The Council took note of the German Government's statement that the prohibition by the *Oberpräsident* of the Province was due to his anxiety to avoid incidents, which seemed likely in the conditions then prevailing in the territory.

Great excitement had been aroused by the fact that premises occupied by a number of persons belonging to the Communist Party and the German Social Democratic Party were searched for weapons and treasonable material. The persons implicated included certain members of the Polish minority, and in these circumstances the *Oberpräsident* advised the representatives of the minority to postpone their festival until a more suitable time.

In order to prove that until now the Polish minority had been free to pursue its cultural activities without restriction, the German Government appended to its observations a list of meetings held by Polish organisations between March 18th and April 23rd, 1933.

\* See Monthly Summary, Vol. XIII, No. 5, page 120.

The rapporteur found that a misunderstanding had arisen between the *Oberpräsident* and the deputation of the Association of Poles in Germany. In its opinion the *Oberpräsident* had suggested a postponement of the meeting until a more favourable occasion in order to avoid incidents which would have been unfortunate. The Council therefore confined itself to noting the German Government's explanations.

The Polish representative said that the incident involved certain features which were very characteristic of the whole position of the Polish minority in Upper Silesia. In his opinion the *Oberpräsident* of the Province, in prohibiting the meeting, had acted as a conscientious official. What struck him, however, was the reasons for the *Oberpräsident's* decision. It was surely a serious, not to say alarming, fact that a simple choral festival might, in the opinion of the head of the German administration, cost the Polish minority a few lives. The Polish representative added that the Polish minority in Upper Silesia was only asking that the essential conditions for its cultural development should be ensured in an atmosphere of security, free from anti-minority provocation.

The German representative challenged these assertions. There existed, he said, neither in Germany nor in the territory in question neither insecurity nor any anti-minority movement.

\* \* \*

### 3. MINORITIES IN YUGOSLAVIA

*Situation of the Deutsches Haus Association at Celje (Yugoslavia).*

A petition dealing with the dissolution by the Yugoslav Government of the association *Deutsches Haus* at Celje, which was composed

of members of the German minority, had been placed on the Council agenda at the request of the representatives of Spain, France, and Norway.

On September 23rd the Council was informed by the representative of Yugoslavia that negotiations were being carried on with the members of the German minority and that there were prospects of an arrangement. In these circumstances the Yugoslav representative asked the Council to postpone its consideration of this matter until a later date.

The representative of the Irish Free State, rapporteur, recalled that the petition in question had been presented in 1930 and had been the subject of prolonged negotiations by the Minority Committee. He hoped that it would now be possible to settle it.

The representative of Norway regretted that this question should have remained pending for three years without a solution. He expressed the hope that the postponement asked for should not be too long.

The Yugoslav representative said that this matter was, in certain respects, of far more importance than its material aspect might seem to imply. He, too, hoped that the negotiations now being carried on would speedily result in a happy solution, which the Council would be able to note with satisfaction.

The Polish representative stressed the fact that the problem was a complicated one, and that the difficulties were not due solely to the Yugoslav Government. In his opinion the responsibilities were fairly equally divided. He was anxious to avoid creating the impression that the Council had criticised the Yugoslav Government.

## IV.—ADMINISTRATIVE QUESTIONS.

### 1. MANDATES

On September 28th the Council noted the report of the Permanent Mandates Commission on the work of its twenty-third session,\* and asked the Secretary-General to communicate the Commission's observations on the administration of the mandated territories to the Governments concerned.

The Council requested the mandatory Powers to forward to the Secretary-General data on mandated territories which might be of value in connection with the inquiry undertaken by the International Educational Cinematographic Institute regarding the use of the cinemato-

graph in view of the diversity of mentalities and civilisations.

It drew the attention of the mandatory Power concerned to the considerations set forth in the opinion of the Mandates Commission on the question of a closer administrative and customs union of the mandated territory of Tanganyika with the neighbouring British possessions.

The representative of Czechoslovakia, rapporteur, in drawing attention to the fact that the Commission had not reached unanimity on this subject, stated that the majority of the members had been more impressed by the gravity of the problem, which affects the very nature of the Mandate, than inspired by a lack of complete

\* See Monthly Summary, Vol. XIII., No. 8, page 180.

confidence in the mandatory Power. He added that the majority had considered it preferable to define their attitude, in order to enable the Council to be perfectly clear on the subject and to avoid any risk of misunderstanding in the future.

The Italian representative recalled the doubts expressed on the subject by M. Scialoja, in a statement made in 1929\*. In his opinion the contemplated union would not be in harmony with the spirit of the Mandate.

The representative of the United Kingdom emphasised that the mandatory Power would not do anything that would constitute an infringement of the mandate conferred upon it.

The German representative recalled that M. Stresemann had declared that the whole mandates system was based upon the fact that the mandated territories constituted independent units. He fully endorsed that view. As the representative of the country which had formerly protected Tanganyika, he attached great importance to the maintenance of the spirit of the mandatory system.

The Council approved the Commission's conclusions regarding the petitions submitted to it, which included one relating to the application of Syrian law in the matter of succession. The Italian representative expressed his confidence that the mandatory Power would continue to adapt the Syrian system of law in the light of the Commission's suggestions.

The French representative explained the reasons why Mohammedan law had been maintained in Syria. He pointed out that the law of the Koran was the law of the land in the territory which France had undertaken to administer, and that it had the authority of religion for Mohammedans. It had even been incorporated in the customary law of the Christian communities established in Syria. He made it clear that the mandatory Power could only advance by stages in the methodical adaptation of this law to Western ideas. He referred to several countries of the Near East, including Egypt and Iraq, to illustrate the tenacity of customs and the persistence of the Mohammedan law in matters of succession.

## 2. FREE CITY OF DANTZIG.

### *Agreement between Danzig and Poland.†*

On May 10th, 1932, the Council asked the High Commissioner to invite the Polish and Danzig Governments to complete their state-

ments with a view to a decision on the question whether in fact Poland was making full use of the port of Danzig.‡

After having received the observations of the parties the High Commissioner secured a technical and legal opinion, which he communicated to the parties, with an invitation to open negotiations on the subject.

Following a visit paid to the Polish Government by the new Senate and the return visit of the Polish Government, the parties resolved to open negotiations with a view to the amicable settlement of the questions at issue. These negotiations were continued under the auspices of the High Commissioner, and resulted in the settlement of a number of questions by agreement.

On September 18th two agreements were concluded, one on the utilisation of the port of Danzig by Poland and the other on the treatment of Polish nationals and other persons of Polish origin or speech in the territory of the Free City.§

On September 28th the representative of the United Kingdom declared in the Council that these two problems had been most happily settled by fair and frank discussions between the parties, with the assistance of the High Commissioner.

The President of the Senate of the Free City expressed his satisfaction at the success achieved. He explained that until quite lately dangerous tension had existed in the Free City. He stated that the National Socialist Government of Danzig was strongly in favour of a policy of peaceful co-operation between two States so closely interdependent. If the barrier of mutual mistrust which existed between the two Governments was to be surmounted a practical settlement, he said, must be sought. The Government of Danzig had, therefore, invited Poland to enter into direct negotiations for the settlement of the dispute regarding the rights of the Polish minority in Danzig. Going far beyond the treaty provisions for the protection of minorities, Danzig had given extensive rights to the Polish minority. The principle of respect for foreign nationalities had thus been legally applied. This settlement had made it possible to undertake the discussion of other questions at issue between the two Governments, including that of the full use of the port of Danzig by Poland.

After having summarised the important provisions of the Agreement, and paid a tribute

\* See Monthly Summary, Vol. IX., No. 9, page 292.

† Rapporteur the representative of the United Kingdom.

‡ See Monthly Summary, Vol. XII., No. 5, page 156.

§ See Monthly Summary, Vol. XII., No. 2, page 56.



to the High Commissioner, the President of the Senate emphasised that the result of these first direct negotiations, though scanty, should not be underestimated. The reorganisation of the whole field of relations between the two States inaugurated by the settlement of individual questions could not be carried out unless resolute frankness and sincerity formed the basis of their intercourse. He declared that the Free City of Danzig, in its desire for peace, would depend upon practical co-operation, setting aside questions of principle and showing due respect for national sentiment. In this way it would be possible to overcome difficulties which appeared insurmountable.

The Polish representative associated himself to the tribute paid to the High Commissioner,

and stated that his Government appreciated the ideas underlying the policy of the Danzig Senate. His Government had been happy to achieve just agreements in connection with these two great problems. He was confident that these first agreements were the beginning of a fresh period during which just solutions, suited to the needs of the moment, would be sought.

The German representative was highly gratified to hear the sentiments expressed by the representatives of Poland and of the Free City of Danzig. He hoped that the work accomplished would inaugurate a period of mutual understanding between the two Governments which would render possible the solution of outstanding problems.

## V.—POLITICAL QUESTIONS.

### DISPUTE BETWEEN BOLIVIA AND PARAGUAY.\*

On September 28th the Council noted the present position as regards the dispute between Bolivia and Paraguay. Following the measures taken by it on August 3rd and the communications made on August 25th by M. Mello Franco in the name of the representatives of the Governments of the neighbouring Powers,† the President of the Council sent a telegram to the Brazilian Minister for Foreign Affairs informing him that the Council would be glad to receive information supplementary to the telegram of August 25th. The Brazilian Foreign Minister replied on August 22nd on his own behalf and on behalf of the representatives of Argentine,

Chile, and Peru, that they were pursuing in perfect unity of views their preliminary conversations with the Governments of Bolivia and Paraguay in order to be able to make a definite reply to the Council's invitation before September 30th.

In reporting thus on the situation the representative of the Irish Free State expressed the hope that the negotiations between the neighbouring Powers would be successful. If, however, these efforts should fail, the action of the Council, which had been suspended since August 3rd, should be immediately resumed. In this case the co-operation of the adjacent States would be of the utmost importance.

## VI.—MONETARY AND ECONOMIC CONFERENCE.‡

M. Paul Hymans, Vice-President of the Monetary and Economic Conference, made a statement on its work to the Council on September 28th §.

He recalled that when the Conference opened fourteen States had acceded, subject to different reservations, to the tariff truce which the Government of the United States of America had proposed for the duration of the Conference. Forty-seven acceded to it subsequently, making a total of sixty-one States, representing some 90 per cent of the world's commerce. He

added, however, that four States had since then denounced this agreement.

M. Hymans then mentioned the negotiations which had taken place outside the Conference between the wheat importing and exporting countries.

In conclusion, he observed that, in spite of the limits imposed by the circumstances, both in connection with monetary and financial problems and in connection with problems of commercial policy, the discussions had gone a long way towards clearing the ground by affording an opportunity for an exchange of views, the value of which would be apparent as soon as an adjustment of the different ideas prevailing in regard to certain matters could be effected.

Further, the Council, on the proposal of the

\* Rapporteur. the representative of the Irish Free State.

† See Monthly Summary, Vol. XIII, No. 8, page 179.

‡ Rapporteur. the German representative.

§ See Monthly Summary, Vol. XIII, No. 7, page 156.

rapporteur, the German representative, discussed the question of the continuation of the work of the Conference. It authorised the Economic Committee to enter into close co-operation with the Executive Committee of the Conference, and particularly with the President of the Economic Commission.

In accordance with a special request made by the Conference, the Council decided that an international diplomatic conference should be held as soon as possible to consider the three draft conventions framed by the Economic Committee on certain veterinary questions. The Economic Committee was asked in the meantime to consult the Governments on these matters and to study the methods by which

international agreement could be reached. The President of the Council was empowered to fix the date for the opening of the Conference in agreement with the rapporteur and the Secretary-General.

The Council considered that it was as yet too early to pronounce judgment on the practical value of the agreement arrived at between the wheat importing and exporting countries. It was of opinion, however, that, in the present circumstances, it represented about as much as could possibly be secured. The Council hoped that this first result of the Monetary and Economic Conference would help effectively to improve the position of the farmers in all countries.

## VII.—TECHNICAL ORGANISATIONS.

### 1 TECHNICAL CO-OPERATION BETWEEN THE LEAGUE AND THE CHINESE GOVERNMENT \*

On September 23rd the Council considered the development of the technical co-operation between the League and China, and noted the measures taken by its special Committee last July,<sup>†</sup> which included the appointment of Dr. Rajchman as liaison agent with the National Economic Council of China.

The Chinese representative thanked the Council for the promptitude with which it had acted on his Government's request, and emphasised the fact that the co-operation between his country and the League was purely technical.

### 2 ECONOMIC AND FINANCIAL ORGANISATION.

#### *Work of the Financial Committee.<sup>‡</sup>*

The Financial Committee met at Geneva from September 18th to 25th. It reviewed the financial situation of Austria, Greece, Hungary, and considered the question of technical collaboration with Roumania.

As regards Bulgaria, the Committee decided, after a preliminary examination of the position, to hold a special session in order to hear the Prime Minister, M. Mouchanoff.

#### *Austria.*

The Committee noted that, as a consequence of the loan issued in August last in London, Paris, Rome, and Switzerland, the Austrian Government was in a position to meet all its

foreign short-term liabilities and reimburse a great part of its internal floating debt.

The Committee drew attention to the energetic efforts made by the Austrian Government to maintain budgetary equilibrium, and the satisfactory results obtained. The Austrian Government has succeeded in limiting to a considerable extent the effect of the world crisis on the finances of the State.

Transfer arrears on the foreign debt of the State had been liquidated, the regular service of the debt resumed, and the external value of the schilling maintained. The floating of the foreign loan had enabled the National Bank to repay the Bank for International Settlements the short-term advance of 90 million schillings, and thus to recover its entire liberty of action as regards its currency reserve.

#### *Greece.*

The improvement in the Greek situation which was observed during the first months of the year has continued, as is shown by the following indications.

The gold and foreign exchange reserve of the Bank of Greece has increased from 2,368 million drachmae to 3,124 millions. The trade deficit has considerably decreased. The harvest is even better than the record crop of last year, so that wheat imports are expected to fall by 200,000 to 250,000 tons. The shipping situation is improving, the number of ships laid up having diminished from 216 to 143. Finally, in the 1933-34 budget the expenditure, though not fully covered by receipts, shows some reduction compared with last year.

The Committee regretted that no agreement had yet been reached on the Greek foreign debt,

\* Rapporteur, the Mexican representative.

<sup>†</sup> See Monthly Summary, Vol. XIII, No. 7, page 170.

<sup>‡</sup> See Monthly Summary, Vol. XIII, No. 5, page 116.

which includes two loans issued under the auspices of the League of Nations.

#### *Hungary.*

The Committee noted a certain improvement in the budgetary and economic position of Hungary.

The deficit of the State and State undertakings for the fiscal year 1932-33 was 137 million pengo, against 160 million in 1931-32. Since July receipts have been slightly higher than in the corresponding months of the preceding year.

The budget includes provisions for the full service in pengo of the Government foreign debt. In respect of this service for 1932-33 Treasury bills have been deposited by the Government in the foreign creditors' fund at the National Bank. In this connection the Financial Committee was glad to learn that the Government had successfully concluded negotiations with certain of its creditors involving a reduction of interest rates.

The Financial Committee considered that the improved tendency in the budget was attributable in part to the measures taken by the Government, and in part to this year's abundant harvest. The large surplus of wheat, however, created new difficulties. The wheat bounty, which is refunded to exporters, will cost the Government considerably more than was estimated on the basis of an average crop. Also, internal prices are likely to be depressed by the size of stocks. The Government has considered it necessary, in order to relieve this pressure, to allow the payment of arrears of taxes in the form of wheat and rye.

Much more serious still, in spite of the London Agreement, is the problem of marketing wheat and other cereal export surplus.

In spite, however, of adverse circumstances, Hungary's visible foreign trade balance shows an improvement this year as compared with last. Exports are continuing to increase, but this improvement has not enabled the National Bank to acquire more foreign exchange than in 1932. In virtue of clearing arrangements in force with a number of countries, a large part of the yield of exports has to be devoted to the purchase of articles to be imported and to the payment of arrears of merchandise debts.

As regards Hungary's credit situation, the Committee repeated its recommendation that the policy of debtor protection, as expressed in measures due to lapse on October 31st next, should be modified in a direction leading to normal relations between debtor and creditor.

#### *Roumania.*

The Financial Committee recalled that in January 28th last the Council had approved, and the Roumanian Government signed, an agreement for the organisation by the League of advisory and technical collaboration with the Roumanian Government for the establishment of a programme of financial and economic restoration.

The Agreement stipulated that the instrument of ratification should be deposited by the Roumanian Government before April 30th, 1933. The Roumanian Government deposited its instrument on May 18th, and the Council accepted the ratification on May 26th. The Agreement was, therefore, binding as from that date.

The first step in execution of the Agreement was to be the appointment of a financial adviser by the Council of the League in agreement with the Roumanian Government.

This appointment, which depends in the first place on the Roumanian Government, has not yet been made.

Without commenting on the causes of the delay, the Financial Committee wished to observe that, when it recommended that such an agreement should be concluded, it assumed its immediate entry into force.

#### *Fiscal Committee.*

The Financial Committee noted the report of the Fiscal Committee on the work of its fourth session.\* In forwarding it to the Council, together with the annexed draft Convention, it stressed the importance, for the development of international economic and financial relations, of removing the obstacles placed in the way of business undertakings by double taxation.

### 3. COMMUNICATIONS AND TRANSIT ORGANISATION

#### *Public Works and National Technical Equipment.†*

In September, 1932, the Council requested the Committee on Public Works and National Technical Equipment to continue to examine the schemes, the study of which had been suspended, and to consider any fresh schemes which might be laid before it‡.

At its meeting in June last the Committee drew up a general report for the Monetary

\* See Monthly Summary, Vol. XIII, No. 6, page 149.

† Rapporteur: the Spanish representative.

‡ See Monthly Summary, Vol. XII, No. 8-9, page 252.

and Economic Conference on whose agenda the question had been placed. In view of its economic and financial aspects the Conference decided to appoint a special committee to deal with it. As it was not found possible to constitute the committee during the session of the Conference, the Bureau, authorised to take steps to that end, instructed the Executive Committee to appoint it.

In these circumstances on September 23rd

the Council noted how the question stood. It expressed the opinion that a continuous international study of general questions relating to public works would no doubt be of great value as permitting, in the interests of all the Governments, of a comparison of the experience acquired in the different countries, particularly as regards the effects of the execution of public works on the resumption of economic activity and on unemployment.

## VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

### 1. TRAFFIC IN OPIUM.\*

On September 22nd the Council considered the report of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs on the work of its sixteenth session †

#### *Entry into force of the 1931 Convention.*

The Council noted that the 1931 Convention for limiting the manufacture and regulating the distribution of narcotic drugs had now come into force, and drew the attention of those Governments which had not yet ratified or acceded to it to the desirability of its universal application.

#### *Illicit Traffic.*

The Council welcomed the Chinese delegate's declaration to the Opium Advisory Committee that his Government intended to put an end to conditions in China which are not in harmony with the law, and to bring about the suppression of poppy cultivation and of the sale and abuse of narcotic drugs.

The Council was also glad to note that a Standing Sub-Committee had been set up to consider the means of promoting close co-operation between the Chinese authorities and the authorities of the Powers concerned with the questions mentioned in Chapter IV of the Hague Convention.

The Council welcomed Turkey's accession to the Conventions of 1912, 1925, and 1931, and the measures taken by its Government in connection with the control of poppy cultivation, the exportation of raw opium, the manufacture of narcotic drugs, and the prohibition of the cultivation of Indian hemp.

The Council also expressed its satisfaction at Persia's ratification of the Convention for

limiting the manufacture of narcotic drugs, and its hope that, in order to ensure an increasingly effective co-operation between Persia and the League in the campaign against narcotic drugs, that country would ratify the Geneva Convention of 1925 and the Hague Convention of 1931.

#### *Limitation of the Cultivation of the Opium Poppy and of the Cultivation and Harvesting of the Coca Leaf.*

The Council decided to forward to Governments the questionnaires drawn up by the Committee requested by the Assembly to undertake the compilation of all documentation that might serve as a basis for the work of a conference on the limitation of raw materials.

It noted that there had been a considerable falling off in the demand for drugs for medical purposes and for the requirements of State monopolies. This decline, which was accompanied by a drop in the price of raw opium, was due in part to the economic depression and also to the tightening up of the national and international control of drugs. As a consequence, the production of opium greatly exceeded demand, and stocks were accumulating.

These new circumstances seemed to the Advisory Committee favourable to the conclusion by the three countries specially concerned—Persia, Turkey and Yugoslavia—of an agreement with a view to limitation, and the Council thought it would be well to introduce certain measures, pending the preparation of the Conference, which would facilitate the conclusion of this agreement.

The Chinese representative said that in spite of the special difficulties with which his country was confronted it was determined to cope effectively with the menace of opium and other dangerous drugs. He added that the Chinese Government had decided to accede to the 1931 Convention.

\* Rapporteur: the representative of the Irish Free State.

† See Monthly Summary, Vol. XIII, No. 5, page 110.

## 2. WORK OF THE PERMANENT CENTRAL OPIUM BOARD \*

On September 27th the Council reviewed the work done by the Permanent Central Opium Board at its fourteenth, fifteenth, sixteenth, and seventeenth sessions.†

It noted with satisfaction that since 1929 the reported manufacture of drugs had declined by 31 per cent. for morphine, 29 per cent. for heroin, and 58 per cent. for cocaine. Exports from manufacturing countries in 1932 also showed a decrease of 25 per cent for morphine, 34 per cent. for heroin, and 56 per cent for cocaine as compared with 1929.

These results were due to the application of the Geneva Convention of 1925 by the contracting parties and to the spirit of co-operation displayed by other States which, without having adhered to the Convention, had put it into practice.

## IX.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

### NATIONAL DEFENCE EXPENDITURE

The Technical Committee of the National Defence Expenditure Commission resumed its work on September 12th, under the presidency of M. Modzelewski (Poland), Vice-President.

The Council also noted that the danger that Turkey and Bulgaria might become centres of the illicit traffic had been overcome, but that, on the other hand, the number of illicit drug factories seemed to be on the increase in China. It expressed the hope that the steps taken, largely on the initiative of the Chinese representative, would result in considerable improvements.

The representative of China said that the existence of foreign concessions in China did not facilitate the task of his Government in combating the illicit traffic.

The representatives of the United Kingdom and France stated that in their Governments' concessions in China there were strict regulations against the drug traffic, and that they were prepared to co-operate closely with the Chinese authorities in dealing with this evil.

Its present task is twofold. It has to consider the information supplied by the various countries and to prepare draft articles with annexes to give effect to the General Commission's decision regarding the supervision of publicity on national defence expenditure.||

## X.—INTELLECTUAL CO-OPERATION.‡

### 1. WORK OF THE INTERNATIONAL COMMITTEE

On September 22nd the Council noted the report on the work done by the International Committee on Intellectual Co-operation.§

The Council recommended to the Assembly the draft convention framed by the International Museums Office concerning the return of objects removed from the respective national artistic heritages, and a proposal made by the same body for the constitution of an international historical monuments commission.

The Council gave effect to the proposals of the International Committee on Intellectual Co-operation concerning the reorganisation of the Sub-Committee of Experts for the Instruction of Youth. It decided to replace the

Committee of Experts by an advisory organ of the International Committee on Intellectual Co-operation, composed of three members of that Committee and of two persons at present members of the Sub-Committee of Experts.

The questions to be submitted to this Committee will be selected each year by the Executive Committee which, according to the nature of the problem to be dealt with, will appoint not more than five assessors to collaborate in the Advisory Committee's work.

### 2. ESTABLISHMENT OF AN INTERNATIONAL COMMITTEE OF ARCHITECTS ¶

On February 3rd the Council adopted a resolution inviting the Secretary-General to submit to the Intellectual Co-operation Organisation for its consideration a proposal by the United Kingdom Government to establish an

\* Rapporteur: the representative of the Irish Free State.

† See Monthly Summary, Vol XIII, No. 8, page 184.

‡ Rapporteur: the French representative.

§ See Monthly Summary, Vol XIII, No. 7, page 166.

|| See Monthly Summary, Vol XIII, No. 7, page 165.

¶ Rapporteur: the French representative.

international committee of architects under the auspices of the League of Nations.\*

The Committee on Intellectual Co-operation felt that it could not recommend practical measures without having had an opportunity of consulting representatives of the professional circles concerned.

## XI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS

#### *Registration of Treaties.*

Among the treaties and international engagements registered with the Secretariat during September are the following :

The Final Act of the Conference of Wheat exporting and importing countries (London, August 28th, 1933), registered following its entry into force ;

A Treaty of Friendship between Italy and Persia (Teheran, September 5th, 1929), presented by Italy ;

A Protocol between Estonia and Finland concerning the settlement of debts resulting from reciprocal trade in goods (Tallinn, May 16th, 1933), presented by Estonia ;

A Protocol between Estonia and Lithuania modifying the Provisional Commercial Agreement concluded between them at Kaunas, January 15th, 1931 (Tallinn, May 17th, 1933), presented by Estonia ;

An Exchange of Notes between Estonia and Great Britain and Northern Ireland constituting an agreement modifying and completing the Treaty of Commerce and Navigation signed at Tallinn on January 18th, 1926 (London, July 15th, 1933), presented by both countries ;

Additional Agreements between Estonia and France to the Commercial Convention of March 15th, 1929, between the two countries (Paris, July 27th, 1933), presented by Estonia ;

A Consular Convention between Mexico and Panama (Mexico, June 9th, 1928), presented by Panama ;

An Agreement between the United States and Denmark concerning the exchange of postal

The Council noted that such consultation would depend on the funds placed at the disposal of the Intellectual Co-operation Organisation, and recommended that the grant of the necessary credits be considered when the budget for 1935 was being prepared

packages (Copenhagen, December 9th, and Washington, December 28th, 1932), presented by Denmark ;

An Agreement between Canada and Norway concerning the exchange of insured parcels by parcel post (Ottawa, October 12th, 1932, Oslo, March 13th, 1933), presented by Norway ;

An Exchange of Notes between Belgium and Luxemburg constituting an agreement regarding the repatriation of minors who have evaded the authority of their parents or guardians, presented by Belgium ;

A Convention between Germany and Poland regarding social insurance (Berlin, June 11th, 1931), presented by Poland ;

An Exchange of Notes between Norway and Sweden concerning legitimization papers for American and Canadian nationals of Norwegian or Swedish origin, presented by Norway ;

A Convention between Great Britain and Northern Ireland and Turkey regarding legal proceedings in civil and commercial matters (Angora, November 28th, 1931), presented by Great Britain ;

An Extradition Treaty between Great Britain and Northern Ireland and Iraq (Bagdad, May 2nd, 1932), presented by the United Kingdom ;

An Agreement between Germany and Czechoslovakia regarding the reciprocal recognition of trade marks (Prague, April 20th, 1931), presented by Czechoslovakia ;

An Agreement between Germany and Poland regarding the termination of the functions of the Germano-Polish Mixed Arbitral Tribunal (Paris, December 1st, 1931), presented by Poland.

## XII.—LEAGUE PUBLICATIONS.

### *Subject :*

Ser. L o N. P., 1933.	II A 18	. 468 pages
Ser. L o N. P., 1933	II. A 19	. 286 „
Ser. L o N. P., 1933	II. A. 20	. 216 „
Ser. L o N. P., 1933	II. A. 21	. 80 „

\* See Monthly Summary, Vol. XIII., No. 2. page 40

### TAXATION OF FOREIGN AND NATIONAL ENTERPRISES.

In June, 1933, the Fiscal Committee drew up and adopted a draft convention against the double taxation of industrial and commercial income. In connection with this it collected considerable documentary evidence which gives

a very clear picture of some taxation systems in so far as they affect persons and concerns having interests or doing business in several countries. This is the origin of the five volumes which form the present collection.

The first three volumes describe the fiscal legislation of twenty-six countries, regarded particularly from the international point of view.

The first volume appeared separately in 1932, under the title :

*Taxation of Foreign and National Enterprises in France, Germany, the United Kingdom, and the United States of America*

The second (1933.—II. A. 18) deals with the fiscal legislation of twelve European countries, under the title :

*Taxation of Foreign and National Enterprises, Volume II. (Austria, Belgium, Free City of Danzig, Greece, Hungary, Italy, Latvia, Luxembourg, Netherlands, Roumania, Switzerland, and Czechoslovakia).*

The third (1933.—II. A. 19), which is devoted to nine non-European countries and States, is entitled :

*Taxation of Foreign and National Enterprises, Volume III (Canada, British India, Dutch East Indies, Japan, Mexico, Union of South Africa, States of Massachusetts, New York, and Wisconsin).*

The studies contained in these volumes have been composed by high officials of fiscal administrations, who have worked on common lines and have combined a practical spirit with scientific method. Each study is devoted to a single country, and comprises :—

(1) A general description of the income-tax system (and, in some cases, the system of taxing capital), dealing with the fundamental principles governing liability to taxation, the assessment of the taxable amount, computation of the tax, declarations, collection, disputes, etc. These particulars are supplemented by tables showing the scale of the various taxes dealt with.

(2) A study of the methods of taxation applied to income from debts, negotiable securities, patents and other non-material property, income from real estate, salaries and wages, industrial and commercial profits, etc., according to whether they are obtained by foreign or national enterprises and whether they are drawn from the country itself or from abroad.

(3) A study of the provisions applicable to the taxpayer's accountancy, various methods of apportionment in general, and, lastly, the manner in which gross profits, expenditure, and net profits are apportioned between the branches and the head office. This is followed by a description of concrete cases and the manner of apportioning the profits of industrial and commercial enterprises properly so called, banks, insurance companies, railway companies, electricity companies, telegraph and telephone companies, etc.

The fourth volume (1933.—II. A. 20) has been written by Mitchell B. Carroll, who has been in general charge of the work. The title is :

*Taxation of Foreign and National Enterprises, Volume IV. Methods of Apportioning Taxable Income.*

The first eleven chapters are devoted to a classification and comparison of the particulars contained in the three preceding volumes on the subject of apportionment.

In the twelfth and last chapter the author draws practical conclusions from this general account. In view both of the legitimate requirements of the fiscal administrations and of the usages of international industry and commerce, he proposes a logical and equitable system of apportionment, applicable in practice to enterprises of every class.

The fifth volume (1933.—II. A. 21) :

*Taxation of Foreign and National Enterprises, Volume V. Methods of Apportionment Applicable to the Taxable Income of Industrial Enterprises*

is the work of a specialist in accountancy, Professor Ralph C. Jones, of Yale University (Connecticut). He deals with certain rules which might be followed in the accountancy of international enterprises and their branches, in order to show as accurately as possible the profits properly belonging to each establishment. He studies in detail methods of accountancy designed to reflect the relations between different establishments belonging to the same enterprise, compares the advantages and disadvantages of each of these methods, and lays down a number of rules suitable for governing the fixing of prices and the apportionment of expenditure between the various establishments of the same enterprise.

Though intended primarily for international practice, this work will also be of great service to enterprises which have several establishments, even if they are all in the same country.

It also contains information of value to theorists.

*To be published :* October-November, 1933

*Probable prices :*

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Swiss Fr 10.—	7s. 6d.	\$2 00
Swiss Fr. 7.50	6s 0d	\$1 50
Swiss Fr. 3.—	2s 6d	\$0.60

### XIII.—FORTHCOMING LEAGUE MEETINGS.

October 16th.—General Commission of the Conference for the Reduction and Limitation of Armaments, Geneva.

October 23rd.—Permanent Mandates Commission, Geneva

October 25th.—Permanent Central Opium Board, Geneva

October 26th.—Inter-Governmental Refugee Advisory Commission, Geneva.

October 27th.—Sub-Committee on Drug Seizures, Geneva.

October 27th.—Health Committee, Geneva.

October 30th.—Advisory Committee on Traffic in Opium, Geneva

October 30th.—Fifteenth Session of the Permanent Executive Committee of the International Educational Cinematographic Institute, Rome

October 31st.—Sixth Session of the Governing Body of the International Educational Cinematographic Institute, Rome.

November 2nd.—Sixteenth Session of the Permanent Executive Committee of the International Educational Cinematographic Institute, Rome.

December 4th.—Special Temporary Committee for Assistance to destitute Foreigners, and the Execution abroad of Maintenance Orders, Geneva



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The American recovery of production, are among the subjects of topical interest surveyed in this volume.

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THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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VOL. XIII., No. 10.

OCTOBER, 1933.

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the Council.

Disarmament Conference.

Notice of Withdrawal of the  
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## I.—SUMMARY OF THE MONTH.

October, 1933.

The month of October was marked by intense League activity.

The Assembly continued its fourteenth ordinary session; the Council held a number of meetings; the Disarmament Conference resumed its work. Several other League bodies met to proceed with current business. These included the Mandates Commission, the Financial Committee, the Central Opium Board, the Advisory Committee on the Traffic in Opium, the Health Committee. Moreover, two special conferences were held, one to consider a con-

vention on refugees, the other, a convention on the suppression of the traffic in women of full age.

Mr. Henderson, President of the Disarmament Conference, on October 9th, reported to the Bureau on his negotiations with the heads of various delegations with a view to preparing a text for the second reading of the British draft Convention. On October 14th the Bureau heard a statement from Sir John Simon on further conversations between the principal delegations. As a result of these exchanges of

views, Sir John Simon considered that the British draft would have to be modified in certain respects. The plan which he sketched was designed in practice to give effect to the principle of equality of status, both by the adoption of a substantial degree of disarmament and by the application to all countries of a common list of prohibited weapons. It provided, however, that the Powers subject to restrictions under the Peace Treaties should not attempt immediately to increase their armaments.

On the same day, M. von Neurath communicated to the President the decision of the German Government to leave the Disarmament Conference. He stated that it was clear that the Conference would not fulfil its sole object—namely, general disarmament, because of the unwillingness of the highly armed States to carry out their contractual obligations, and that this rendered impossible the satisfaction of Germany's recognised claim to equality of rights.

On October 16th the General Commission noted Sir John Simon's statement and approved the terms of the reply of the President of the Conference. The President declared in his reply that he could not accept as valid the reasons given by the German Government. He regretted that its decision had been taken at the moment when the Bureau had just decided to submit to the General Commission a definite programme, which provided for the progressive realisation of reduction of armaments and equality of status.

In view of the situation created by the withdrawal of Germany, the General Commission instructed the Bureau to take the necessary steps to enable a second reading of the draft Convention on the basis of a revised text, to be started in the General Commission.

\* \* \*

On October 21st the German Consul at Geneva forwarded to the Secretary-General a communication intimating that Germany was withdrawing from the League, in conformity with Article 1, paragraph 3, of the Covenant.

The Governments of the Argentine, Brazil, Chile and Peru declined on October 1st the invitation addressed to them by the Council to submit a formula for the settlement of the dispute between Bolivia and Paraguay. Consequently, in accordance with the Council's decision of September 28th, a League Commission was despatched to the spot.

The Council noted the settlement of the dispute between the Government of the United

Kingdom and the Government of Persia over the Anglo-Persian Oil Company's concession.

It appointed Mr. S. Lester League High Commissioner at Danzig for a period of three years.

\* \* \*

The Assembly, acting in conjunction with the Council, increased provisionally, for the period 1933-1936, the number of non-permanent seats on the Council from nine to ten. It elected Denmark, the Argentine and Australia to succeed Norway, Guatemala and the Irish Free State as non-permanent Members of the Council, and called upon Portugal to occupy the newly created additional seat.

In order to secure the best utilisation of the time available, the Assembly decided upon a simplification of its procedure, to be applied experimentally to its fifteenth ordinary session.

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The Assembly recommended the appointment of a High Commissioner to deal with the German nationals, Jewish and other, who had taken refuge in several countries. Mr. James G. McDonald of New York accepted the Council's invitation to assume the duties of High Commissioner. He will be assisted in his work by a Governing Body composed of representatives of a number of Governments, including a representative of the United States.

The Inter-Governmental Conference for Refugees concluded a convention on the international status of Russian and Armenian refugees.

A diplomatic Conference adopted a convention for the suppression of the traffic in women of full age.

The Assembly voted the necessary credits to enable the Advisory Committee of Experts on Slavery to come into being.

\* \* \*

Following upon an exchange of views on the general minorities issue, the Assembly reaffirmed its recommendation of September 27st, 1922, with a view to ensuring the just treatment of racial, religious and linguistic minorities also by States which are not legally bound to the League in that respect.

The Council considered the situation of the Assyrian minority and heard the representative of Iraq on the events which had occurred in August. It instructed a committee to take the appropriate measures for the settlement of Assyrians outside Iraq.

\* \* \*

The Assembly, which met on September 25th, and whose session was brought to an end on



October 9th, reviewed as usual the activities of the various League organs during the past year and sketched the programme for the future.

The President of the Assembly, M. de Water, in his closing speech, pointed out that in times of difficulty and depression institutions, like men, learned to know their true friends. He referred to the return of the Argentine to the League as one of the most important and happy events of the Assembly's session.

Turning to the general discussion, in the Assembly, the President remarked that :

"If one fact emerged more clearly than another, it was the obvious hesitation shown by delegations to express again through their leaders those feelings of anxiety in regard to the ills of the world, those remedies for these distresses, and those urgent hopes for restoration and recovery, which it has been their custom to stress in past years. In the past it has been the tradition in this place to put forth the most heroic efforts to create confidence by means of words. To day, this hesitation to speak, this unusual phenomenon, appears to me to have its origin in a dawning knowledge. It is the knowledge, so it seems to me, that, while we have been laboriously seeking the answer to our overwhelming and apparently insoluble economic and political problems, while we have been organising our conferences, while we have been making our speeches and failing and despairing, the world itself most amazingly has not despaired. To the doctor's discomfiture the patient has suddenly shown a will to revive, a determination to live, and the doctor grows strangely silent. That, I repeat, is my own hopeful interpretation of this phenomenon of hesitation and silence. The will

to live has asserted itself among the nations of the world. Defeatism is, in turn, being defeated before our very eyes by those powers of innate recovery which many of us have not sufficiently discounted in our gloomy prognoses."

Referring to the Economic Conference, the President observed that, despite the threatening prophecies of collapse and ruin, were the statesmen to fail in finding formulae of agreement, the nations had persevered with more courage and an even greater measure of determination in seeking the way out of the gloom. He added :

"The spirit of the world is not anarchical. . . . Rather, I say, the world, under our eyes, is straining at, and, if I read the signs aright, is succeeding at last in bursting the straight jacket in which it has been shackled ever since the great war."

The President concluded his speech by a reference to disarmament :

"As things are to-day," he said, "can there be security for all nations? And until there is security for all nations, can there be peace? If, in this simple thesis, I place national regeneration in the van, if I make it the condition precedent to the success of international collaboration, there remains yet, so it seems to me, an essential which beyond all others is needed to resolve the tangled web of international misunderstanding into reason and order.

"It is generosity.

"... Let the nations of the world, let the nations of Europe—that continent from which all cultures of the Western world have sprung—let the leaders of the great Powers change their policies, from the policy of fear and of resentment, to one of generosity."

## II.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The General Commission of the Conference for the Reduction and Limitation of Armaments, on June 29th, adjourning until October 16th, authorised the President of the Conference to undertake with the heads of delegations negotiations which were necessary for the preparation of a text with a view to the second reading of the draft Convention submitted by the delegation of the United Kingdom.\*

Mr Arthur Henderson, President of the Conference, in conformity with this decision, visited, between July 10th and July 23rd, 1933, Paris, Rome, Berlin, Prague, Munich and London†.

During September he resumed these negotiations in London, Paris and Geneva, meeting in

particular the heads of the American, British and French delegations.

The President, on October 9th, submitted to the Bureau of the Conference a report on the result of these negotiations. He stated that he had noted a marked desire that a first convention should be concluded. He felt that in regard to the majority of points on which the General Commission had been unable to reach a decision on the first reading, agreement might be obtained. There were other questions, on the other hand, in regard to which the disturbed condition of Europe and the distrust and misgivings which resulted from that state of affairs had evidently influenced the attitude of the various Governments. The President enumerated the questions on which it seemed to him that agreement might easily be reached :

1. Generalised undertaking not to resort to force ;

\* See Monthly Summary, Vol. XIII., No. 6, page 144.

† See Monthly Summary, Vol. XIII., No. 7, page 165.

- 2 Definition of the aggressor ;
- 3 Supervision ;
- 4 Standardisation of the European continental armies ;
- 5 Supervision of budgetary publicity ;
- 6 Bombardment from the air ;
- 7 Establishment of a permanent Disarmament Commission ;
- 8 Naval Questions.

Among the problems which would less easily be settled were the following :

- 1 Duration of a first Convention ;
- 2 Tonnage of tanks and calibre of artillery ,
- 3 Reduction of land war material either by destruction or in any other way ,
- 4 Manufacture of arms and traffic in arms ,
- 5 Naval and military aviation ;
- 6 Sanctions in the event of a violation of the Convention.

The President observed that two opinions had been put forward in regard to the duration of the Convention. Certain countries had shown a marked preference for a Convention of five years during which a destruction of prohibited material and equality of rights would be realised by stages. Other countries had contemplated a convention of eight years divided into two periods of four years, the first period being regarded as a probationary period. During that period the permanent Disarmament Commission would have to decide whether the contemplated system of supervision had worked effectively. If that question were decided in the affirmative, the reductions embodied in the Convention would be carried out during the second period.

The President, referring to the two most delicate points, namely, the system of sanctions to be adopted in the event of any violation of the clauses of the Convention with a view to ensuring a more complete feeling of security, and the application of the principle of equality, suggested that the permanent Disarmament Commission should be constituted prior to the ratification of the Convention, and as soon as it had been signed by a certain number of States, for example, by twenty States.

The Bureau, having noted the report of the President, recommended, in the hope that further progress might be achieved before the meeting of the General Commission, that the conversations between the principal delegations should be continued.

The Bureau met again on October 14th, 1933. Sir John Simon, as head of the British delegation responsible for the draft Convention submitted to the General Commission, gave an account of the conversations in which he had participated at Geneva and elsewhere.

He declared that as a result of these exchange of views he considered that the draft convention would in certain respects have to be modified. The Convention had been established on the assumption that it would apply to a period of five years. To meet the views of a certain number of Powers the scheme would have to provide for a period of application of eight years. During that period a continuous programme would be carried forward, which was intended to render effective a substantial degree of disarmament on the part of the heavily armed Powers and to give effect to the principle of equality within a system of security.

It was necessary, however, to proceed by stages. It was not possible to ignore the present disturbed condition of Europe. It was, accordingly, desirable to provide that the proposed period of eight years should begin with the transformation of the continental armies into short term service armies, and that the establishment by means of the permanent Disarmament Commission of a system of supervision should be generally applied. The feeling of security created by the direct application of the Convention would provide a basis for the practical realisation of the two connected ideas of disarmament and equality. He was in favour of the establishment of the Permanent Disarmament Commission as soon as the Convention was signed, and prior to ratification.

Sir John Simon, referring to the duration of the period necessary for the execution of its two first measures, said that a period of four years had been mentioned by several Governments. Other Governments, however, thought that the period should be shorter. The Convention should in any case embody at the moment of its signature a detailed plan of disarmament agreed upon, and this disarmament should be as substantial as that contemplated in the draft Convention submitted by the United Kingdom delegation. A common list of arms allowed for all countries would be established. This would put an end to the difference in the situation of the Powers whose armaments had been limited by the Treaties of Peace. The quantities of these arms and the methods of disarmament in detail would, in each case, be the subject of negotiation and agreement.

Sir John Simon, in conclusion, said that the plan which he had sketched, if it were loyally observed, would, in practice, give effect to the principle of equality of status both by the adoption of a substantial degree of disarmament and by the application to all countries of a common list of prohibited weapons. The

scheme, however, required that the Powers subject to restrictions under the Peace Treaties should not attempt immediately to increase their armaments, but should conform with the programme laid down. The British Government considered that no agreement could be achieved on the basis of a Convention which contemplated an immediate re-armament.

Doubtless, since the *Reichswehr* was to be transformed into a more numerous short term service army it would be necessary to provide for an appropriate numerical increase of its armaments. It should be understood, however, from the outset, that no Government would manufacture or acquire new arms belonging to any of the types which would finally be suppressed.

Mr. Norman Davis (United States) said that, as a result of the conversations which he had had with Sir John Simon, they had both reached the common conclusions which had just been presented. The statement of the head of the British delegation was in harmony with the proposals of the American Government as defined in May, 1933, by President Roosevelt. In the view of the United States a disarmament convention could not be transformed into an occasion for re-armament, and qualitative equality in respect of armaments must be sought by the reduction of the armaments of the heavily armed Powers and not by an increase of the armaments of the other Powers. Equality could only be achieved by stages. He was convinced that the heavily armed Powers were prepared to consent to effective measures of disarmament. The United States, in any case, would only participate in the system of supervision intended to ensure the faithful application of the principle of disarmament if it contained precise disarmament provisions.

M. di Soragna (Italy) said that he would be happy to associate his efforts with those of the other delegations along the lines laid down by Sir John Simon.

M. Paul-Boncour (France) declared his acceptance of some of the principles mentioned by Sir John Simon. He considered in particular that it was desirable to take into account, in the development of the work of the Conference, the political situation existing in Europe. The division of the period of application of the Convention into two stages was essential. In view of the need to create an atmosphere of confidence it was indispensable that the value of the results of supervision should be verified by observation. Moreover, it was important that during the period of application there should be no re-armament, and it was desirable

that definite undertakings should be made with a view to ensuring a substantial reduction of armaments during the term of application of the Convention such as would enable equality to be achieved.

He would observe that the period of four years to which Sir John Simon had referred had not been chosen arbitrarily, but as a result of a whole series of considerations to which the French delegation attached importance. He would state in conclusion that in his view it was essential to ascertain whether the General Commission agreed to the general lines which had been indicated. These principles would only be of value in so far as they received the support of the majority of the Powers represented at the Conference.

M. von Rheinbaben (Germany) said that in the absence of M. von Neurath he could only remind the Bureau that the attitude of the German Government in the matter of disarmament was determined by two claims: (a) that there should be a real and substantial disarmament on the part of the heavily armed Powers, and (b) that there should be a practical and immediate application of equality of status, the question of quantity being left open for negotiation.

The Bureau decided to forward to the General Commission the statement of Sir John Simon for its information and as an element of discussion.

The President of the Conference on the same day received from M. von Neurath, Minister for Foreign Affairs of Germany, the following communication:

"On behalf of the German Government I have the honour to make to you the following communication: In the light of the course which recent discussions of the Powers concerned have taken in the matter of disarmament, it is now clear that the Disarmament Conference will not fulfil what is its sole object—namely, general disarmament. It is also clear that this failure of the Conference is due solely to the unwillingness on the part of the highly armed States to carry out their contractual obligation to disarm. This renders impossible the satisfaction of Germany's recognised claim to equality of rights, and the condition on which the German Government agreed at the beginning of this year again to take part in the work of the Conference thus no longer exists. The German Government is accordingly compelled to leave the Disarmament Conference."

The President acknowledged this communication immediately.

The Bureau, coming together on October 16th, before the meeting of the General Commission, decided to recommend the General Commission to note the statement of Sir John Simon. At the same time it agreed as to the terms of the

reply which the President should send to the German Government

The following is the text of the document which the General Commission approved for despatch to the German Government : \*

"I have now communicated to the General Commission Your Excellency's telegram of October 14th, announcing the decision of the German Government to discontinue participation in the work of the Conference for the Reduction and Limitation of Armaments and indicating the reasons for that decision. The German Government took this step at a moment when the Bureau had just decided to submit to the General Commission a definite programme. This programme, to be completed within a limited period, provided for the realisation progressively, in accordance with resolutions of the Conference in which Germany herself concurred, of reductions of armaments comparable to those contemplated in the draft Convention submitted to the General Commission. This programme provided also, with corresponding measures of security, for the realisation of equality of rights which the German Government has always placed in the forefront of their demands. I regret therefore that this grave decision should have been taken by your Government for reasons which I am unable to accept as valid."

Certain delegations, in view of the new situation created by the withdrawal of Germany from the Conference, expressed a desire to consult their Governments. The General Commission, therefore, adjourned until October 26th, it being understood that the Bureau would meet on the previous day. The Bureau duly came together on October 25th. The President emphasised that two essential points must be considered : first that it was the duty of the Conference to frame a disarmament Convention, secondly, that the British draft should be the basis of the Convention.

He observed that, though existing difficulties might make it undesirable to enter upon a public discussion without a further effort being

made to narrow existing differences of opinion, these difficulties did not constitute a sufficient reason for interrupting the work of the Conference. He pointed out that the Conference had previously decided that the second reading of the draft Convention submitted by the delegation of the United Kingdom should begin as soon as a larger measure of agreement had been achieved.

The Bureau, on the proposal of Mr. Henderson, asked the General Commission for authority to take such steps as were necessary to enable a second reading, on the basis of a text revised and brought up to date, to be started in the General Commission on December 4th at latest.

The General Commission on October 26th approved the recommendations of its Bureau. The President observed that in order to reduce existing difficulties further negotiations would be undertaken. It was understood that the Bureau or any committee which it constituted would have the right to get into touch with any of the delegations represented at the Conference and, more particularly, with those which had submitted amendments. The Bureau, on the same day, decided to meet again on November 9th, the President being authorised to convene it before that date if the development of the situation rendered this step necessary.

\* \* \*

The Technical Committee of the National Defence Expenditure Commission has examined the information submitted by the Government of Australia concerning its expenditure on national defence and the budgetary system of the country. Further, it has continued the preparation of the draft articles with annexes which are intended to carry into effect the decision of the General Commission relating to supervised publicity on national defence expenditure.

### III.—POLITICAL QUESTIONS.

#### I. NOTICE OF WITHDRAWAL OF THE GERMAN GOVERNMENT.

On October 21st the German Consul at Geneva forwarded the following letter to the

\* The representatives of the U.S.S.R. and Turkey declared that, without objection to the despatch of

.....

Commission was bound to reply to the German Government, he must observe that his country was in a special situation in respect of disarmament. Hungary must therefore consider the problem in view of this *de facto* situation.

Secretary-General of the League on behalf of his Government

"Sir,

"On behalf of the German Government, I have the honour to inform you that Germany hereby declares that she withdraws from the League of Nations, in accordance with Article 1, paragraph 3, of the Covenant.

"I have the honour, etc

"(Signed) FRHR. VON NEURATH"

On the same day the Secretary-General

replied to M. von Neurath, German Minister for Foreign Affairs, as follows

"I have the honour to acknowledge the receipt of the letter which you have addressed to me on October 19th, 1933, on behalf of the German Government, from which it results that Germany gives notice of its intention to withdraw from the League of Nations in accordance with Article 1, paragraph 3, of the Covenant, which reads as follows

'Any Member of the League may, after two years' notice of its intention so to do, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal'

"I will not fail to communicate immediately your letter and the present reply to the Members of the League"

## 2 DISPUTE BETWEEN BOLIVIA AND PARAGUAY

The Governments of the Argentine, Brazil, Chile and Peru on October 1st, intimated that, as a result of the consultations and exchanges of views to which they had been parties, they felt bound, to their great regret, to decline the invitation addressed to them by the Council on August 3rd last,\* to submit a formula which might finally establish peace between Bolivia and Paraguay by a complete solution of the problem of the Chaco

The Committee of Three, in conformity with the decision of the Council of September 28th,† met and considered the measures to be taken for the immediate despatch to the spot of the Commission instituted by the Council.

The Commission was finally composed as follows: Brigadier-General A. B. Robertson (British), M. J. Alvarez del Vayo (Ambassador of Spain), General Freydenberg (French), Count Aldrovandi, Ambassador, former member of the Commission of Inquiry to the Far East (Italian), Major R. Rivera Flandes, engineer, former Director of the Geographical Section at the Ministry of War (Mexican). M. J. A. Buero, Legal Adviser of the League, was asked to assume the duties of Secretary-General of the Commission, with the assistance of M. Henri Vigier, Counsellor in the Political Section of the League Secretariat.

The European members of the Commission on the 19th and 20th October embarked at Genoa, Villefranche and Barcelona, for Montevideo.

\* See Monthly Summary, Vol. XIII., No. 8, page 179.

† See Monthly Summary, Vol. XIII., No. 9, page 196.

The representative of Bolivia, M. Costa du Reis, on October 19th, in a letter addressed to the Chairman of the Committee of Three, M. Castillo Najera,‡ declared that, in the opinion of his Government, the Commission of the League should, in the event of their failing to obtain the acceptance of bases of arbitration between Bolivia and Paraguay, submit a report on the delimitation of the zone in regard to which resort would be had to arbitration. The Bolivian Government would be obliged to ignore the work of the Commission so long as its powers were not defined in the sense which it had indicated.

The Committee of the Council, on October 27th, in its reply to this communication, recalled that the terms of reference of the Commission had been fixed by the report adopted unanimously by the Council on July 3rd, the representative of Bolivia having agreed. The Commission must fulfil its instructions as a whole, and in the light of the situation which it would find on the spot, with a view to ensuring a rapid and permanent settlement of the dispute.

The Committee of the Council, referring to the points raised by the Bolivian representative, pointed out that the Commission was competent to take any step or make any report or recommendation to the Council which it might consider useful for the fulfilment of its instructions or as facilitating the further action of the Council. The Committee of Three therefore could only forward to the Commission the suggestions of the Bolivian Government.

The Government of Paraguay on October 30th informed the Committee of Three that it had appointed Dr. Venancio Galeano as assessor to the Chaco Commission.

## 3. DISPUTE BETWEEN THE GOVERNMENT OF THE UNITED KINGDOM AND THE GOVERNMENT OF PERSIA CONCERNING THE CONCESSION OF THE ANGLO-PERSIAN OIL CO.

The Council noted on October 12th the final settlement of the dispute between the Government of the United Kingdom and the Government of Persia.§

The representative of Czechoslovakia, acting as rapporteur, recalled that a new convention had been signed by the Anglo-Persian Oil Company and the Persian Government. That

‡ M. Castillo Najera has succeeded Mr. Sean Lester (Irish Free State) as Chairman of the Committee, the Irish Free State having left the Council.

The Council on October 12th asked the representative of Czechoslovakia to take the place which had thus been left vacant on the Committee.

§ See Monthly Summary, Vol. XIII., No. 5, page 107.

convention had been ratified by the Persian Parliament on June 5th, 1933.

The representative of Persia renewed his thanks to the Council and to the representative of Czechoslovakia for their efforts.

The representative of the United Kingdom associated himself with these observations. He was glad to think that the Government of the United Kingdom, in bringing the question before the Council, had followed a procedure which had resulted in an agreement not only complete in itself but reflecting the continuity of the good relations which had always existed between the Government of Persia and the Government of the United Kingdom.

#### 4. THE LIBERIAN REQUEST FOR ASSISTANCE.\*

The Council on October 14th noted the report of the Committee instructed to consider the request for assistance submitted by the Government of Liberia.

The request was presented in January, 1931, and the Council asked a Committee to consider the means whereby it would be possible for the League to respond to the invitation which it had received. The Government of the United States agreed to participate in the work of the Committee.

The Committee, on the basis of conclusions submitted by three experts who went to Liberia in July, 1931, laid down the general lines of a plan of assistance which was adopted in September, 1932, by the Liberian Government. The Liberian Government, however, subordinated its acceptance to the satisfactory conclusion of the negotiations which it was to conduct with the Finance Corporation of America. These negotiations, which took place in London in June, 1933, with the assistance of Mr. Ligthart and the Financial Organisation of the League, enabled the special Committee to draft a Protocol for acceptance by the Council and signature by the Liberian Government.

The Liberian Government had formulated

certain observations, which were the subject of further consideration by the Council. It had, in particular, raised constitutional objections to the scheme. The Committee, introducing certain amendments into the original scheme, expressed the view that the acceptance of the plan would safeguard the political independence of the Republic, its territorial integrity and the exercise of its sovereign rights.

The representative of Poland, acting as rapporteur to the Council, proposed that the scheme should be forwarded to Liberia and that the Government of Liberia should be asked to state whether it agreed to receiving assistance from the League subject to the conditions laid down. He recalled that this question had occupied the Council for nearly three years and had been very carefully considered.

Viscount Cecil, Chairman of the Committee which had been instructed to study the request for assistance, informed the Council of a communication in which the representative of the United States stated that the Finance Corporation of America had agreed to the scheme of assistance in its final shape.

The representative of Liberia read a declaration in which certain reservations were submitted.

Viscount Cecil observed that it was in no way the object of the scheme to prejudice the independence of Liberia, and that the Government of Liberia was always free to refuse the offer which had been made to it.

The representative of Spain expressed the hope that the Liberian Government would be able to accept the scheme although it was by no means perfect. He regretted certain financial intrusions but admitted that the Finance Corporation had made appreciable concessions. He would like those concessions, however, to have been more considerable. He expressed the wish that in future the action of the Council would tend to adapt the conditions of exploitation of the enterprises existing in Liberia to the necessities and possibilities of the country.

## IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### 1. METHOD OF ELECTION TO THE COUNCIL.†

The special Committee which, as the result of an initiative by Portugal, was appointed to study the system of election to the Council,‡ with a view more particularly to providing a

remedy for the complaint that the existing practice of filling the non-permanent seats on the Council from States belonging to certain groups led in practice to a permanent exclusion of a considerable number of Members of the League from representation on the Council, recommended the provisional creation of one new non-permanent seat on the Council for the period 1933-1936. This recommendation having been approved by the Assembly, effect was

\* See Monthly Summary, Vol. XIII, No. 5, page 108.

† See Assembly resolution: Annex, page 240.

‡ See Monthly Summary, Vol. XIII, No. 5, page 129.

given to it by action of the Council and the Assembly under Article 4, paragraph 2, of the Covenant

On the recommendation of the special Committee, the Assembly further decided that candidates for election as non-permanent Members of the Council must put forward their candidatures, or be nominated by another Member of the League, at least forty-eight hours before the election

## 2 ELECTIONS TO THE COUNCIL

The Assembly on October 3rd elected three non-permanent members of the Council Denmark, the Argentine and Australia were appointed to succeed Norway, Guatemala and the Irish Free State, whose term of office had expired.

Out of fifty-three votes cast, Denmark obtained fifty-two votes, the Argentine forty-nine votes, and Australia forty-seven

The Assembly, on October 9th, decided, by thirty votes to fifty-one, that Portugal should fill the newly created seat on the Council.

These four States will sit on the Council for a period of three years

## 3 SIMPLIFICATION OF THE PROCEDURE OF THE ASSEMBLY \*

In the interests of securing the best utilisation of the time available and of avoiding unnecessary prolongation of its sessions, the Assembly decided on a modification of its procedure which should be applied in the first instance experimentally at its session of 1934. The adoption of reports where such adoption is a purely formal proceeding will be simplified. If the committee making the report unanimously declares that it does not consider its discussion in plenary session to be necessary, and no delegation subsequently asks the President to open a discussion on the report, the President will simply read the title of the report and put forthwith to the vote the resolutions proposed in it

With the same object, the Assembly, as an experiment, authorised the President of the Council, in consultation with the Chairman of the Supervisory Commission, to convene the *Finance Committee of the Assembly* not more than one week before the first meeting of the Assembly's session of 1934

## 4 PROGRESSIVE UNIFICATION OF PENAL LAW AND CO-OPERATION OF STATES IN THE PREVENTION AND SUPPRESSION OF CRIME.\*

The Secretary-General, in conformity with

the resolution adopted by the Assembly in 1931, recently consulted certain international technical organisations with a view to ascertaining in what way the League of Nations might assist with a view to the progressive unification of penal law and the co-operation of States in the prevention and suppression of crime.

He also asked the Governments, when communicating to them the observations of these organisations, whether they desired the League to lend its collaboration for this purpose.

The question was discussed by the First Committee of the Assembly. Two different views were expressed.

Certain delegations thought that it was necessary for the States to show a united front in the campaign against crime by introducing more uniformity in methods of social defence unanimously accepted by experts in criminology. It was not in their view intended by the international unification of penal law in any way to attack institutions which were deeply rooted in the minds and habits of the nations, but rather to eliminate certain divergencies between the national legislations which hampered the application of a methodical and co-ordinated system of repression and which often enabled international criminals to escape with impunity. Penal law should, in accordance with this view, be adapted to the development of crime which, keeping pace with the transformation and internationalisation of contemporary social life, was, itself adopting international methods. The work of bringing the various penal legislations into harmony should be undertaken with special reference to crimes which affected the interests of the various nations either owing to the nature of the interests which were damaged or owing to the method of perpetration of the crimes. It was also desirable to secure uniformity in general principles of criminal law to the extent to which such uniformity might contribute to an effective repression of crime.

Other delegations were of opinion that the field of action should be carefully limited so far as any proposals providing for international measures in dealing with crime were concerned. Uniformity, according to this view, could only be secured in respect of countries whose legislation was founded on identical legal principles derived from a common source. It would be necessary, in order to obtain useful results, to isolate a question, limited and well-defined, with a view to its separate consideration. Moreover, an intervention of the League of Nations should only be contemplated when

† See Assembly resolution. Annex, page 240.

international interests required a co-operation between States with a view to the prevention or repression of certain crimes. Further, the difficulty of defining an international crime would give rise to insurmountable obstacles in the way of establishing a programme in this field.

The Assembly, confronted with these two different points of view, adopted a middle course. It recognised the importance of international exchanges of views on penal questions within the technical bodies, and considered that the League of Nations might intervene with a view to the possible conclusion of an international convention when the work of these bodies resulted in definite proposals responding to admitted practical interest.

### 5 NATIONALITY OF WOMEN \*

At the request of the Government of Chile, this subject was placed on the Assembly's agenda †. It had, however, been discussed at some length at the Assembly's session of 1932, and the Council had been requested to follow the development of the question in the light of information obtained by the Secretary-General from the Governments as to the effect which they had been able to give to a recommendation of The Hague Conference of 1930, in favour of greater equality between the sexes in the matter of nationality. Accordingly, the substance of the question was not again discussed. A resolution was adopted expressing the hope that the Governments would, before the next session of the Assembly, put the Secretary-General in a position to communicate the information asked from them to the Council.

## 6 INTERNATIONAL ENGAGEMENTS

### *Registration of Treaties.*

The treaties and international engagements registered by the League during October include the following.

A Treaty of conciliation, arbitration and judicial settlement between Luxemburg and Norway (Geneva, February 12th, 1932), presented by Luxemburg.

A Treaty of conciliation and judicial settlement between Italy and Luxemburg (Luxemburg, April 15th, 1932), presented by Luxemburg.

An Exchange of Notes between France and Sweden constituting a Commercial Agreement (Paris, March 13th, 1933), presented by Sweden.

A Convention on judicial relations regarding the frontier between Poland and the Union of Socialist Soviet Republics (Moscow, April 10th, 1932), presented by Poland.

A Convention between Italy and Switzerland regarding the recognition and execution of judicial decisions (Rome, January 3rd, 1933), presented by Switzerland.

A Convention regarding social insurance between Austria and Czechoslovakia (Prague, September 5th, 1931), presented by Czechoslovakia.

A series of Conventions and Agreements between Hungary and Italy for the settlement of financial questions, presented by Hungary.

Arrangements, Conventions and Agreements dealing with fiscal matters concluded by Denmark with Iceland, Belgium and France.

## V.—PROTECTION OF MINORITIES.‡

### I. WORK OF THE ASSEMBLY.

The question of minorities was, on the motion of the German delegation, referred to the Sixth Committee, where it formed the subject of a wide discussion. Not only did that Committee deal with the procedure applied to minority petitions, it also considered the obligations lying upon States which were not bound by Minorities' Treaties, either as a result of the resolution adopted by the Assembly in 1932, which the Assembly was asked again to reaffirm, or in connection with a proposal that present minority undertakings in force for certain countries should be generalised. Certain delegations declared that modern civilisation

implied the right for all citizens of a State to equal treatment in law and in fact. The German delegation represented that a State retained the sovereign right to settle a problem which it regarded as *sui generis*, such as the problem of the Jews, as a question of domestic policy.

The Committee, during the discussion, considered four different proposals. One proposal was presented by the United Kingdom, Danish, Netherlands and Norwegian delegations. This proposal related to procedure. The three other proposals were submitted by the delegations of France, Poland and Haiti respectively. These proposals raised the general problem of minorities.

The first proposal was to the effect that the Assembly should ask the Council to consider

\* See Assembly resolution Annex, page 241.

† See Monthly Summary, Vol. XII, No. 10, page 280, and Vol. XIII, No. 1, page 5.

‡ See Assembly resolution Annex, page 241.



the desirability of modifying the procedure in force. It was, in particular, suggested that petitioners should be informed of the reasons for which their petitions were declared non-receivable. It was further proposed that Minorities Committees should explain to the Council the reasons for which they might decide to place any particular minority question on the Council agenda. Lastly, it was suggested that these Committees, when closing the consideration of a question without bringing it before the Council, should be free to publish their decisions, accompanied, if necessary, by such explanations as they might deem to be useful.

The French proposal embodied two suggestions: first, that the Assembly should reaffirm the recommendation adopted on September 21st, 1922, and declare that States which were not bound by any legal obligations to the League with respect to minorities must nevertheless observe, in the treatment of their own racial, religious or linguistic minorities, at least as high a standard of justice and toleration as was required by any of the treaties and by the regular action of the Council, and, secondly, that the Assembly should consider that there was no justification for any interpretation of the minorities treaties or of the foregoing recommendation which would exclude certain categories of citizens from the benefits of the provisions which in those treaties referred to all nationals, without distinction of race, language or religion.

The Polish proposal was that the Assembly should request the Council to appoint a committee of inquiry to study the problem of the general application of the system of minorities protection and submit to the next session of the Assembly a draft general convention on the protection of minorities involving the same obligations for all States Members of the League.

The proposal submitted by the delegation of Haiti was to the effect that the Assembly should express the hope that a world convention ensuring protection and respect for the rights of men and citizens should be drawn up under the auspices of the League.

The Sixth Committee decided to refer these four proposals to a Sub-Committee sitting under the chairmanship of M. de Madariaga (Spain) and consisting of representatives of the United Kingdom, Czechoslovakia, France, Germany, Greece, Haiti, Hungary, the Irish Free State, Italy, Norway, Poland and Sweden, and of the rapporteur, M. Holsti (Finland).

The Sub-Committee first considered the proposal of the four delegations.

After a discussion, devoted in particular to the previous question of the competence of the Assembly in respect of minority procedure, the United Kingdom delegation substituted for its own proposal a suggestion to the effect that the Assembly should communicate to the Council the minutes of the discussions of the Sixth Committee on the question of the procedure followed in regard to the protection of minorities. This proposal was adopted, amended so that it might apply to the whole discussion on the minorities problem.

The proposals of the delegations of Poland and Haiti, together with a further compromise proposal submitted to the Sub-Committee by the Swedish delegation, gave rise to a very full exchange of views. The Swedish proposal was that the Assembly should request the Council to make such arrangements as it might think fit for a preparatory study of the question of consolidating the principle of the protection of minorities by legal obligations. In the course of the discussion it was also suggested that for the moment the Governments of the States Members of the League should merely be asked their opinion on the expediency of studying the question. Neither this last suggestion, however, nor the previous proposals were adopted, certain delegations stating that it would be impossible for them to support any such measures. The delegations of Sweden, Poland and Haiti agreed, therefore, not to press for a vote on their respective proposals. Several delegations expressed regret that it had not been possible to arrange for a study to be made of the question of the generalisation, at least in Europe, of the system for the protection of minorities, and of the rights of man and of the citizen. They added that in their opinion the generalisation of the system was essential in deference to the principle of the legal equality of States and that it could not be indefinitely deferred without gravely endangering the value of the treaties already in operation.

The Sub-Committee finally considered the French proposal. The first paragraph was amended in conformity with a suggestion made by the Italian delegation with a view to bringing it strictly into line with the resolution adopted by the Assembly in 1922. The proposal in this form was accepted although certain delegations associated themselves with this mere reference to the recommendation of 1922 with regret and only in order to secure unanimity.

The second paragraph gave rise to prolonged discussion. The German delegation intimated that it regarded the idea underlying this particular proposal as directly referring to the Jewish question in Germany, and that it was therefore impossible for that delegation to agree to the proposal, no matter in what form it might be expressed. The Government of the Reich considered that the question related solely to matters within the field of the domestic legislation of Germany.

This paragraph was, nevertheless, adopted by the Sub-Committee, and subsequently by the full Committee, in the following form, the German delegation abstaining from the vote :

"The Assembly considers that the principles expounded in the resolution which re-affirms the recommendation of 1922 must be applied without exception to all classes of nationals of a State which differ from the majority of the population in race, language or religion."

The representatives of Italy and Hungary explicitly stated that the fact that they voted for this text did not imply any expression of opinion on their part with regard to any question affecting domestic policy in any other country.

The Assembly approved the draft resolution which reaffirmed the recommendation of September 21st, 1922, and the resolution to the effect that the minutes of the discussion which had taken place in the Sixth Committee on the question of minorities as a whole should be communicated to the Council. The draft resolution declaring that the principles embodied in the resolution which reaffirmed the recommendation of 1922 should apply without exception to all classes of nationals of a state that differed from the majority of the population in race, language or religion was not adopted, the representative of Germany voting against it.

## 2. SITUATION OF THE ASSYRIAN MINORITY IN IRAQ.

The Council on October 14th considered the situation of the Assyrian minority in the Kingdom of Iraq.\*

Various communications forwarded by the Patriarch of the Assyrians, Marshmun, gave information regarding the position of the Assyrian minority in Iraq and on the events which occurred in August last in the region of Mosul, in the course of which Assyrian elements of the population were alleged to have been subjected to treatment contrary to the obligations assumed by the Government of Iraq at

the moment of the entry of Iraq into the League of Nations.

These communications state that women and children and old men had been massacred in the villages, that acts of plunder and incendiarism had been committed by the Arabian police and army and by certain Kurdish and Arab tribes, who had thus avenged themselves for their failure to overcome the resistance of the Assyrians to the Government policy, particularly in their withdrawal from the country with the object of preparing for an exodus of the whole people in accordance with the alternative solution offered them.

Marshmun, referring to the question of the settlement of the Assyrians, explained that they had been required either to accept the policy of the Government and to live in scattered communities or to establish themselves on State lands which might be taken from them at any moment. He added that the Assyrians had been obliged to fight for their rights or leave the country, and he concluded by declaring that the League had betrayed the Assyrians by giving their former lands and the homes in which they had been established to Turkey and by handing them over to the Arab Government.

The Government of Iraq represents, in its written observations to the Council, that the events of which the petitioner complains occurred as a result of measures which it was obliged to take in order to suppress an armed rising of the Assyrians in which, it suggests, the petitioner himself was not wholly unconcerned.

The Government of Iraq, moreover, in response to the desire expressed by the Council in December, 1932, has forwarded a Blue-Book on the settlement of the Assyrians in Iraq and a report of the expert instructed to assist it in this task.

The representative of Iraq, in oral explanations to the Council on October 14th, affirmed that his Government had honestly endeavoured to the best of its ability to carry into effect the resolution of the Council of December 15th, 1932, concerning the settlement of the Assyrians†. He added that the Blue-Book and the report of Major Thomson were explicit on this subject, and indicated the efforts made to find available land and to consider the needs of the Assyrians. He observed, however, that a part of the Assyrian minority had neglected to fulfil the duties which lay upon persons belonging to minorities, namely, duties of loyal

\* See *Monthly Summary*, Vol. XIII, No. 9, page 192.

† See *Monthly Summary*, Vol. XII, No. 12, page 355.

co-operation with the nation to which they were attached.

He recalled that the Patriarch had immediately protested against the resolution of the Council of December 15th, 1932, and definitely refused all invitations to co-operate with the Government of Iraq until the settlement had been actually carried into effect. The representative of Iraq, therefore, considered that his Government had not violated any of the guarantees granted to minorities.

He submitted his views on the situation of the Assyrians, stating that they had for the most part come to Iraq as refugees or emigrants. Certain of these refugees had never admitted that they were nationals of Iraq with duties of loyalty to that country. The Assyrians, in his view, constituted as a whole a large confederation of tribes which were exceptionally formidable, since they were armed and had received advanced military instruction.

The representative of Iraq then gave information on the events which had occurred during the month of August.\* He admitted that excesses had been committed, adding, however, that he would take all possible steps to prevent their recurrence. He pointed out that the Government of Iraq, without loss of time, was doing its utmost to compensate the victims and to make provision for the families which had been left without support.

The representative of Iraq, in conclusion, declared that his Government had done its best to provide settlements for the Assyrians in Iraq. Its efforts, however, had been in vain. The events which had occurred in August had, in his opinion, created a situation which was no longer susceptible of a local remedy. The mutual confidence which the Government of Iraq had endeavoured to introduce did not exist and, if the Assyrian rebels remained in Iraq, the Government of Iraq would be obliged to maintain in the north considerable forces for the maintenance of order and securing respect for the law. Further, he did not think that the Assyrians could live in peace with their neighbours after what had occurred. There would result a feeling of insecurity which would probably spread to other minorities. The Government of Iraq was, therefore, driven to the solution contemplated by the Council in December last, which consisted in finding outside Iraq a new home for the Assyrian emigrants who desired to change their residence and who were not disposed to settle peaceably in Iraq.

The Government of Iraq was ready to make as generous a contribution as its resources would permit with a view to assisting the Assyrians to carry these arrangements into effect, since it was impossible for it to find them land within its own territory.

The representative of Spain, acting as rapporteur to the Council, after briefly summarising the situation, observed that the Council was not in a position to form an accurate idea of the confused and complicated events which had occurred in Iraq. The Council was in presence of a question which was quite exceptional and of an insurmountable difficulty in view of the fact that a section of the Assyrian population of Iraq did not appear to regard itself as permanently and finally incorporated in the State of Iraq, and preferred to leave the country if it were given indispensable facilities and reasonable guarantees for its departure.

The rapporteur emphasised that the Government of Iraq was disposed to contribute as generously as possible to the settlement outside Iraq of the Assyrians who desired to leave its territory, and recalled that the Government of Iraq had asked for the assistance of the League in finding land on which the Assyrians might be settled. He expressed his conviction that the League should not hesitate to carry out its task to the end, and he proposed the constitution of a committee of five members. This Committee would be instructed to consider whether the establishment of the Assyrians outside Iraq was possible, and, if this were so, to take, in co-operation with the Iraq Government, all such steps as it might think fit with a view to the preparation and execution of a detailed scheme of settlement. The Committee would also consider, in consultation with the Government of Iraq, the measures to be adopted to carry into effect the resolution of the Council of December 15th, 1932, in respect of the Assyrians who desired to remain in Iraq.

The rapporteur considered that, owing to the interest aroused by recent events, the Government of Iraq should keep the Committee regularly informed of the measures taken to ensure the security of the Assyrians in Iraq, to assist the families left destitute and to rebuild villages which had been totally or partially destroyed.

The representative of the United Kingdom regretted that so soon after the problem had been examined by the Council, namely, in December last, events had occurred which had made it necessary to place this question again on the agenda of the Council. He considered

\* See Monthly Summary, Vol. XIII, No. 9, page 192.

that, in spite of the attitude, which was not very loyal and at times in some respects to be deplored, of a part of the Assyrian population towards the Government of Iraq, regrettable excesses had been committed. The essential task of the Council, in his opinion, did not consist in distributing censure, but in endeavouring to find a permanent and honourable solution of this exceptional problem. He associated himself with the proposals of the rapporteur which seemed to him highly satisfactory.

The representative of France, approving the suggestions of the rapporteur, recalled that his country was entrusted by mandate with the administration of territories adjacent to Iraq, and had therefore felt the influence of the events which had occurred in August, being called upon provisionally to receive some hundred Assyro-Chaldean refugees. His Government was prepared to continue its conversations with the Government of Iraq with a view to the transport to Syria of the families of these refugees and the settlement of the financial questions involved in their establishment. He emphasised, however, in order to avoid giving rise to unfounded hopes, that the capacity of Syria to absorb these refugees was determined by geographical, financial and political conditions.

The representative of Mexico observed that the events which had occurred in August had aroused considerable interest throughout the world. He was convinced that, owing to the assistance afforded by the representative of Iraq, the solution of the problem of the Assyrians in Iraq was not impossible.

The Council, on the proposal of the rapporteur, decided to ask the representatives of Spain, the United Kingdom, France, Italy, Denmark and Mexico to constitute the Committee which would deal with the settlement of the Assyrians outside Iraq.

\* \* \*

The Committee instructed by the Council to deal with the settlement of the Assyrians of Iraq met on October 27th. It appointed as its Chairman M. Lopez Olivan (Spain) and began its consideration of the question.

### 3. WORK OF THE COUNCIL.

The Council on October 12th considered various petitions in connection with the application of the German-Polish Convention relating to Upper Silesia and with the situation of the "Deutsches Haus" Association at Celje (Yugoslavia).\*

#### 1. Application of the German-Polish Convention of May 15th, 1922.

- (a) *Petition of the "Deutscher Volksbund" concerning the question of property rights over the St. Julius Hospital at Rybnik (Poland).*†

The representative of Spain reminded the Council that this question had been referred in May for examination to a Committee of Jurists. The Committee of Jurists had prepared an opinion but, in the hope that unanimity might be reached in the Council, he proposed, in agreement with the representatives of Poland and Germany, that the consideration of the question should be adjourned to the next session of the Council.

The Council agreed.

- (b) *Petition from the Association of Poles in Germany concerning modifications in the electoral law of the Reich.*

The Association of Poles in Germany, on March 1st, 1933, addressed to the Council a petition concerning the Decree of the President of the Reich on February 2nd, 1933, modifying the German electoral law. The Association of Poles complained that the provisions of this Decree had placed it in a situation of inferiority in relation to the other sections of the population and thus infringed the right to equality of treatment guaranteed them by Article 67 of the Geneva Convention.

The German Government observed that the Decree in question applied equally to all citizens and throughout the territory of the Reich. It quoted figures to show that in fact the new regulations could not have had any effect on the chances of the Polish minority in Upper Silesia of obtaining a seat in the Reichstag.

The Council, on the proposal of the representative of Spain, confined itself to noting these explanations.

- (c) *Petition from the Association of Poles in Germany concerning the situation of the Polish minority in Upper Silesia, and in particular the attitude of the agents of the German Government in the case of the murder of a national belonging to the Polish minority.*

The Association of Poles in Germany forwarded to the Council a petition concerning the attitude of the agents of the German Government in the case of the murder of a national belonging to the Polish minority at Potempa.

† See Monthly Summary, Vol. XIII, No. 5, page 120.

\* Rapporteur: the Spanish representative.

The Association of Poles, after referring to its previous complaints regarding the organisations and associations which—so it alleged—by their attitude and conduct were sowing feelings of mutual hatred between the members of the majority and the minority, and were threatening the lives and liberty of the minority population, cited in particular the murder of Conrad Piecuch on August 10th, 1933, at Potempa. It observed that the criminal court had condemned to death five of the murderers, but that the German Government, owing to the fact that this sentence had aroused great indignation among the members of the German population, had commuted the death penalty to imprisonment. It added that on March 15th, 1933, the murderers had been set at liberty and that a demonstration had been organised in their honour.

The Association of Poles represented that as a result of these events the minority had lost all feeling of security.

The German Government in its observations declared that the action of the murderers had been directed solely against communists as domestic political enemies and not against the Polish minority. It explained, moreover, that its action in setting the guilty persons at liberty was justified by the general amnesty created on the occasion of the National Revolution. It admitted that certain press articles might have given rise to anxiety among the minority population, but affirmed that it had always used every effort to avoid any possibility of a false interpretation being given to these events.

The representative of Spain, in his report to the Council, emphasised that an examination of the information at the disposal of the Council gave the impression that the feeling of security had been seriously shaken in certain minority circles, that anxiety had arisen owing to the way in which certain newspapers had presented the affair of the murder, and that the liberation of the responsible authors had increased that anxiety. Nevertheless he thought that the information placed before the Council by the German Government and its declaration that it would not tolerate or excuse any punishable act were calculated to relieve misgiving.

The Council adopted the report of the representative of Spain, and expressed the hope that the attitude of the authorities in the territory of Upper Silesia would always be such that the minority might have full confidence in them and that these authorities would do their utmost to ensure that the political atmosphere was in harmony with the spirit in which the

minority clauses of the German-Polish Convention had been concluded.

## 2. *Situation of the Association "Deutsches Haus" at Celje.\**

The representative of Yugoslavia, M. Fotitch, at a meeting of the Council held on October 12th, recalled that on September 23rd he had asked that the consideration of the petition concerning the dissolution of the German Association "Deutsches Haus" at Celje should be adjourned, because the negotiations at that moment in progress between the Yugoslav Government and the qualified representatives of the German minority were likely to reach a satisfactory solution. The matter had since been effectively settled. The petitioner, however, had omitted to request that the petition should be withdrawn. Not wishing to give the impression that his Government had any desire to postpone the discussion, he felt it necessary to give some explanations as to the substance of the question.

The petitioner complained of the dissolution of the German Association "Deutsches Haus," of the transfer of the property of that Association to an association of members of the majority, and of the refusal of the authorities to sanction, at the request of the German minority, a new non-political association.

M. Fotitch maintained that the real object of the Association "Deutsches Haus," which—according to its statutes—had been founded in 1898 to encourage the social, scientific and artistic development of the Germans living in the city of Celje, had been illustrated by inscriptions engraved in the principal hall of its house, familiarly known as the citadel of Germanism. One of these inscriptions was as follows: "This house was built by Slovene arrogance." In a city which, in 1921, contained only 889 Germans as against 7,756 Slovenes, the word "arrogance" might be taken as implying that the Slovenes had ventured to resist attempts on the part of the German minority to denationalise them.

M. Fotitch further explained that after the formation of the national Yugoslav State the authorities had dissolved the "Deutsches Haus" on the ground that its members had violated their own statutes by arranging a fictitious sale to eleven of its members of the building of the Association, with a view to evading certain legal provisions. The authorities had annulled the sale and handed over to a trustee the property of the "Deutsches

\* See Monthly Summary, Vol. XIII, No. 9, page 194.

Haus," which could not revert, as provided by its statutes, in the event of a dissolution, to the "Sudmark" Association, whose activities, prohibited throughout the territory of Yugoslavia and suspended in Austria after the war, had only been resumed after a new affirmation of its Statutes in 1920.

The members of the German minority, in order to resume possession of the property indirectly, had endeavoured to found a non-political Association known as "Union." The principal object of that Association was to appropriate and administer the property of the "Deutsches Haus." The authorities had refused to approve the Statutes of this new Association, considering that its founders had no legal title to proclaim themselves the successors in law of the Association which had been dissolved.

In these circumstances, and in conformity with Article 27 of the Austrian law of November 15th, 1867, which was still in force in that part of Yugoslavia, the Prefect of Maribor, by a Decree of December 18th, 1924, had assigned the property of the "Deutsches Haus" to an association which went under the name of "Celjski Dom," created with a view to encouraging a spirit of toleration and understanding between the Slovene and German citizens of Celje. This Association had taken possession of the property and assumed a liability of 260,000 crowns, representing the debt contracted by the "Deutsches Haus" with the municipal Treasury of Celje, and had further paid as an indemnity to the members of the German minority the sum of 320,000 dinars, fixed by common agreement. (The price of the property for the purpose of the fictitious sale had been fixed at 260,000 crowns, or 65,000 dinars.)

The members of the German minority had exhausted all legal remedies in the Yugoslav Courts, where they had received the same treatment as would have been given to Yugoslav nationals belonging to the majority. The action taken by the Yugoslav authorities could not be described as having a discriminatory character, since the minority association, like the majority associations, could only carry on its activities if its statutes were in conformity with the legal provisions relating to public order. To recognise for the benefit of the minority a right of appeal against decisions taken in the national courts would be contrary to the principles on which the minorities treaties were based, and would create a privileged class of nationals.

M. Fotitch emphasised that his Government, in its policy towards the national minorities, and particularly the German minority, had always acted with understanding and sympathy. The Yugoslav Government had been prompted by feelings of this character, and not by any doubts as to the action of the authorities, in opening in 1931, with the qualified representatives of the German minority, the negotiations which had resulted in the arrangement concluded on September 23rd last, whereby the Yugoslav Government had undertaken to pay 500,000 dinars to a foundation recently created with a view to meeting the needs of the German private schools in Yugoslavia. It had been understood that, following that arrangement, the petitioner would withdraw his petition.

The Yugoslav representative concluded his statement by asserting that his Government was ready to fulfil its undertaking, but that the minority must not forget that equality before the law was a rule which applied to all parties.

M. von Keller (Germany) hoped that the observations of M. Fotitch did not mean that his Government intended to abandon its intention of reaching a friendly settlement with the minority. He added that, though he did not share the views of M. Fotitch, he would not raise the question of the right of appeal by minorities to the League. He did not think that the petitioner could withdraw the petition, and he hoped that the negotiations between the Government and the minority would be brought to a successful conclusion, to be noted in due course by the Council.

M. Fotitch replied that the petitioner, if he was to be regarded as merely as informant of the League—and he believed that to be the situation—was bound to draw the attention of the League to the fact that there was no longer any danger of a breach of the minority obligations, to which he had referred. The Yugoslav Government would not depart from its sympathetic policy towards the minorities and, in particular, towards the German minority. This policy required that any points in dispute which might arise should be settled with the qualified representatives of the minority.

The representative of Spain, on October 14th, proposed that the Council should note the arrangements which had been concluded between the Yugoslav Government and the representatives of the German minority group, and declare its consideration of the question at an end.

The Council approved this suggestion.

## VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

## 1 REFUGEES

(a) *Assistance for Refugees (Jewish and other) coming from Germany \**

The Assembly, on the motion of the Netherlands delegation, considered the economic, financial and social problems arising from the fact that a large number of German nationals (Jewish and other) had, during recent months, taken refuge in several countries.

The Second Committee of the Assembly concluded that the problem could not be satisfactorily settled except by international cooperation, and that its solution was a matter of urgency.

The Committee was of opinion that the best way of speedily securing practical results would be to appoint a High Commissioner who should be allowed the fullest freedom of action. The Committee further proposed that the High Commissioner, who would have at his disposal funds coming from various sources, particularly from private sources, and who would be responsible for the best possible use of these funds, should be assisted by a governing body to whom he would be responsible, the High Commissioner and the governing body constituting an autonomous organisation.

The Assembly, on October 11th, adopted a resolution in this sense, the representative of Germany abstaining from the vote.

The Assembly in this resolution suggested that the Council should appoint a High Commissioner to negotiate and direct the co-operation between the countries concerned, and particularly to provide as far as possible work for the refugees in all countries which were able to offer it. The Council was requested to invite the States and, if it thought advisable, the private organisations best able to assist the refugees to be represented on the Governing Body whose duty it will be to assist the High Commissioner in his task.

It was understood that the expenses of the proposed collaboration and of the Office of the High Commissioner would be covered by voluntary contributions from private or other sources. The Assembly, however, recommended the Assembly to authorise an advance to the High Commissioner of a sum not exceeding 25,000 Swiss francs, to be repaid to the League from the funds subsequently placed at the disposal of the High Commissioner.

The Assembly decided that its resolution should be communicated to the States Members and non-Members of the League.

The Council, on October 12th, on a report submitted by the representative of Portugal, asked its President on its behalf to appoint the High Commissioner, in consultation with the rapporteur and with the representatives of Spain, France, the United Kingdom, Italy, the Netherlands and Czechoslovakia.†

The Secretary-General was at the same time asked to invite the following States to appoint representatives to the Governing Body: the Netherlands, France, Poland, Czechoslovakia, Belgium, Switzerland, Denmark, Italy, Great Britain, Sweden, Spain, the United States, Argentine, Brazil, Uruguay. It was understood that the Council would be free to invite other States to sit on the Governing Body should the need arise, and that the Governing Body might, if it thought necessary, invite certain private organisations to be represented in an advisory capacity.

Finally, the Council authorised the Secretary-General to place a sum of 25,000 Swiss francs at the disposal of the High Commissioner in the form of an advance to be refunded.

The President of the Council, on October 20th, acting under the instructions which it had received, after having made the necessary consultations, decided to invite Mr. James J. McDonald of New York, Chairman of a Committee of the American Foreign Policy Association, to assume the duties of High Commissioner. On October 27th invitations were forwarded to the States to appoint their delegates to the Governing Body.

The Government of the United States, through its Legation at Berne, at once intimated that "Since the people of the United States had, in times past, invariably regarded with sympathetic interest all efforts to alleviate the plight of unfortunate people who found themselves destitute owing to circumstances beyond their control, the American Government would be happy to name, at an early date, a representative to serve on the Governing Body."

(b) *Annual Report of the Nansen International Office for Refugees.‡*

The Assembly noted the annual report of the Governing Body of the Nansen International Office for Refugees.

The report illustrates in detail the variety and extent of the work undertaken by the

† The representative of Germany abstained from the vote.

‡ See Assembly resolution. Annex, page 241.

\* See Assembly resolution. Annex, page 241.

Office on behalf of over a million refugees who, in consequence of war or internal revolution, no longer enjoy the effective protection of their countries of origin and who, for the most part, have not acquired any other nationality.

Nine hundred and thirty-four thousand refugees, of whom nearly 150,000 are unemployed, are scattered over Europe, the Near East and China. Their situation, difficult owing to the crisis, is rendered still more serious by the withdrawal or at least considerable reduction of the grants previously made by certain Governments and by the almost total cessation of contributions from private persons and philanthropic institutions. In spite of these difficulties the Office has established four thousand Armenian refugees in Aleppo, Alexandretta and Beirut, bringing the total number of refugees evacuated from the refugee camps and settled in agricultural colonies or urban quarters to nearly 24,000.

Further, more than 1,400 more or less destitute refugees from Bulgaria, France and Greece have been transferred to Erivan, where the Armenian Government has promised to find them accommodation and employment. Thus a total of eight thousand five hundred refugees have already been transferred by the Office to the Armenian Republic.

To these measures should be added the advances and relief accorded by the Office to more than 100,000 refugees.

The Office, in conformity with the request of the Assembly, has prepared, in co-operation with the Inter-Governmental Refugee Advisory Commission, a draft convention which is intended to ensure their protection. The draft has been submitted to a conference of representatives of the countries concerned (see below).

The Governing Body of the Office notes with regret that, in spite of the solemn resolution adopted by the Assembly in 1932 inviting the Governments not to expel any refugee who has not obtained authorisation to enter a neighbouring country, this unfortunate practice has increased in certain European countries during the past year. The Assembly this year renewed its urgent request to the Governments and asked the Council to take the necessary action to give effect to its resolution.

In connection with the settlement of refugees in Syria, the Chairman of the Governing Body of the Office, after visiting the country, came to the conclusion that the work of settlement could not be completed before the end of 1934. It was hoped, however, that it would be possible by the end of 1933 to conclude the pur-

chase of the necessary land for the construction of urban settlements for the refugees at Aleppo and Beirut.

The Office has also considered the situation of the Russian refugees and the Catholic, Lutheran and Mennonite refugees from Harbin.

The Office asked for and obtained from the Assembly the grant of 300,000 Swiss francs contemplated for the year 1934 to cover the work to be done during that year under the plan adopted by the Assembly of 1930.

#### (c) *Conference for Refugees* \*

The Inter-Governmental Conference for Refugees, convened by the Refugee Advisory Commission and by the Nansen Office with a view to concluding a Convention on the international status of Russian and Armenian refugees, met at Geneva from October 26th to 28th, under the chairmanship of M. de Navailles (France).

The Conference concluded a Convention which lays down the conditions under which Nansen certificates may be granted (passports for Russian, Armenian, Syrian, Assyro-Chaldean and Turkish refugees) and the rules to be applied in expulsion or refusal to admit refugees. It defines the legal status of the refugees and the extent to which they may have recourse to the institutions of their country of residence in the matter of access to the courts, right to work, relief, social insurance, labour accidents, small property, provident associations, education and the fiscal system. The Convention also contains provisions relating to the exemption from reciprocity and the organisation of local committees for refugees.

The Convention was signed on October 31st by France and Belgium, with a certain number of reservations.

The Convention will remain open for signature until April 15th, 1934.

The following countries were represented at the Conference: Austria, Belgium, Bulgaria, China, Czechoslovakia, Egypt, Estonia, Finland, France, Greece, Lithuania, Poland, Romania, Switzerland and Yugoslavia.

#### (d) *Meeting of the Governing Body of the Nansen Office*

The Governing Body of the Nansen International Office for Refugees met on October 25th under the chairmanship of Professor Georges Werner.

The Governing Body considered the steps to be taken in order to give effect to the resolution

\* See Monthly Summary, Vol. XIII, No. 5, page 115.



of the Assembly of the League. It discussed, more particularly, the conclusion of a convention intended to ensure protection for refugees, the despatch to Soviet Armenia of new bodies of Armenian refugees and the evacuation of the refugees in China.

It also dealt with the arrangements to be made next year for the liquidation of the work of establishing Armenian refugees in Syria.

The Governing Body established the budget of the Office for the year 1934.

## 2 TRAFFIC IN OPIUM

### (a) *Work of the Advisory Committee before the Assembly.\**

The work of the League in its campaign against narcotics is a striking instance of progress achieved in a successful effort to transfer a problem from the national to the international field and to apply, in the last resort, to a whole branch of production, manufacture and consumption a system of world economy. The stages of this progress towards an increasing internationalisation of the problem are marked by the successive conventions whose scope and field of application has been increasingly more extensive. Whereas the Hague Convention of 1912 instituted a purely national control over the manufacture and internal trade in narcotics, and did not provide any machinery for the supervision of external trade, the Geneva Convention of 1925 extended control to the international traffic, submitting it to a system of import and export certificates and setting up the requisite machinery. The network established by these conventions has so far extended that the Hague Convention has now secured fifty-six ratifications or accessions, while the Geneva Convention has secured fifty ratifications or accessions, thus establishing a record among the Conventions of the League. Moreover, the Convention of 1931 now strictly limits the manufacture of narcotics and may be regarded as the most important instrument in the whole system of control over manufactured drugs. It does not merely bind States by means of reciprocal undertakings but establishes an international form of administration which regulates and controls, so far as drugs are concerned, the relations of the contracting parties.

The entry into force of this Convention at the date provided, in spite of the large number of ratifications needed to bring it into effect,

shows the importance attached by Governments to the problem and their firm desire to co-operate in the work of the League in this field.

The whole effort to stifle the drug evil under a network of conventions increasingly strict and increasingly wider in scope, has resulted in measurable achievements, which the Assembly has noted with satisfaction. The quantities manufactured by the firms holding licences during the year 1931 came very near or remained inferior to the quantities necessary for legitimate consumption. In 1932 the amount of morphine and cocaine manufactured under licence showed a still further decrease.

In spite of these successful results, the Assembly was greatly struck by the increasing danger arising from the considerable efforts made by the traffickers to develop clandestine manufacture precisely at the moment when the situation appeared to be improving in the matter of legitimate manufacture.

The Assembly, while it noted with satisfaction the entry into force of the Convention of 1931 and the institution of the Supervisory Body under that Convention, addressed an urgent appeal to the Governments which were not yet parties to that international instrument, asking them to ratify or accede to it as soon as possible in order that it might take its full effect.

Similarly, it drew the attention of the powers which had signed the Bangkok Agreement dealing with the question of opium smoking, to the importance of their ratifying that agreement in the near future.

The Assembly, in reviewing the illicit traffic and noting the present situation, urged that a strict control should be established and invited the Governments to consider a draft Convention for its repression. This draft Convention, drawn up on the same lines as the Convention on Counterfeit Currency, defines the characteristics of a new international crime, to be punished even if the acts constituting the crime are not all committed on the same territory. It strengthens penalties, provides for the suppression of attempts to commit the crime, and facilitates extradition. Its conclusion would enable an important step to be taken towards the repression of the illicit traffic and would constitute a new development, both from the point of view of international law and in respect of the campaign against narcotics.

Previous conventions applied to the repres-

\* See Assembly resolution: Annex, page 241.

† See Monthly Summary, Vol. XIII, No. 5, page 110, and No. 9, page 199.

‡ See Monthly Summary, Vol. XIII, No. 7, page 171.

sion of the illicit traffic measures which tended, in particular, to prevent the escape of drugs from legitimate to illegitimate trade. The illicit traffic is now cleverly organised upon an international scale and new weapons are necessary to combat it. The proposed Convention would enable concerted measures of repression on an international scale to be taken with a view to meeting the international organisation of the illicit traffic. The Assembly, moreover, anxious to take effective steps against the extension of the illicit manufacture of drugs, noted with satisfaction the progress made in the preparation of the proposed conference for the limitation of raw materials. Preparatory work of this conference, however, will still require a considerable time. The Assembly expressed the hope that the principal producing countries, Persia, Turkey and Yugoslavia, taking advantages of the effects upon the opium market of the economic depression, would meanwhile conclude an arrangement for the limitation of production \*

(b) *Meeting of the Advisory Committee.*

The Advisory Committee on the Traffic in Opium and other dangerous Drugs met for its seventeenth session on October 30th. An account of the proceedings of the Committee will be included in a later issue of the *Monthly Summary*.

(c) *Meeting of the Supervisory Body †*

The Supervisory Body established under the Convention of 1931 met at Geneva from October 10th to 18th, 1933.

The Supervisory Body, at its first session, had examined the estimates of about thirty countries and territories. It had in certain cases asked the Governments concerned for explanations or supplementary information. During its second session it completed its examination of the estimates submitted; noted the explanations and supplementary information received from the Governments and established estimates for all the countries and territories in respect of which estimates had not been supplied.

A Memorandum containing the estimates of medical requirements of dangerous drugs for the year 1934 was forwarded to the Governments by the Secretary-General of the League on November 1st in conformity with the provisions of the Convention of 1931. The Memorandum will be published later.

(d) *Meeting of the Permanent Central Opium Board*

The Permanent Central Opium Board met under the presidency of Mr. Lyall (British) for its eighteenth session in Geneva from October 25th to 30th, 1933.

The Board considered, among other matters, the position in regard to the ratification and accession of the Opium Conventions, the quarterly statistics of imports and exports, the stocks of raw opium held by the Government of India for export, the statistics supplied by the Hungarian Government, the morphine content of raw opium and seizures of illicit imports and exports.

Professor Gallavresi, Vice-President, who had submitted the last report of the Board to the Council, drew attention to the discussion on it which had taken place in the Council of the League, as well as in the Fifth Committee of the Assembly. The Chinese delegate in the Fifth Committee had emphasised the statement in the report of the Board to the effect that the existence of foreign concessions in China greatly complicated the difficulties of controlling the opium and drug traffic. The United Kingdom delegate had declared that the traffic in contraband in China was not due to the existence of concessions, but to the absence of co-operation between the Chinese authorities and those of other Powers.

Professor Gallavresi also pointed out that no quarterly statistics had been received from Italy. The question had been referred to the Italian Ministry for Foreign Affairs and he anticipated that the position would be regulated by the end of the year. Following upon its ratification of the Limitation Convention of 1931, the Italian Government had been re-organising the national services entrusted with the control over narcotic drugs.

The Board was impressed by the important stocks of raw opium held by the Government of India, and instructed its President to ask for information on the subject from the Indian representative on the Opium Advisory Committee.

The reply to an inquiry made by the Board elicited the fact that in Hungary larger stocks of drugs had been accumulating in anticipation of a shortage of foreign exchange, and a decline in the purchasing power of the Hungarian pengő. The information supplied by the Government also revealed that, in drawing up their reports, the Hungarian authorities had adopted a method which did not quite correspond with that employed by other countries. The President expressed the view that it might

\* See *Monthly Summary*, Vol. XIII, No. 9, page 199.

† See *Monthly Summary*, Vol. XIII, No. 8, page 184.

be necessary to send the Secretary of the Board to Budapest to discuss with the Hungarian Government its method of preparing statistical reports

The Board noted that the seizures of drugs in France had been more numerous during the past year. This was due to the fact that the French Government, since the establishment of the French Narcotics Bureau, had been exercising a stricter system of control.

The Board unanimously expressed its satisfaction with the measures by which co-operation between the Secretariat of the Supervisory Body and of the Permanent Central Opium Board provided for in the Limitation Convention of 1931 was insured by the Secretary-General of the League

The Board considered, with reference to the enforcement of the Geneva Convention of 1925 and the Limitation Convention of 1931, the special circumstances obtaining in Manchuria. It decided not to apply for statistical information from "Manchukuo"

It paid a tribute to M. Agel, the French member of the Board who was attending for the last time, and expressed its appreciation of his capable and loyal co-operation

The following members were present. Mr. L. A. Lyall (British), President; Professor Gallavresi (Italian), M. Lucide Agel (French), Sir A. Chatterjee (Indian), Mr. H. L. May (American), Dr. M. Miyajima (Japanese), M. Dragan Milicevic (Yugoslav)

#### (c) *Composition of the Board.*

The Council, in conformity with Article 19 of the Opium Convention of 1925, recently instructed the Secretary-General to invite the Government of the United States to participate in the renewal of the Permanent Central Opium Board

The Government of the United States accepted this invitation on September 19th, 1933. The Council, on October 14th, attended by a representative of the United States, appointed the following persons.

Mr. L. A. Lyall (British), Professor Gallavresi (Italian), Dr. Tiffeneau (French), Dr. Otto Anselmino (German), Sir Atul Chatterjee (Indian), Mr. Herbert L. May (American), M. Dragan Milicevic (Yugoslav), Dr. Miyajima (Japanese)

With the exception of Dr. Tiffeneau, all these persons were members of the former Board

The representative of the United Kingdom drew the attention of the Council in this connection to the fact that the international

situation, so far as the production and consumption of narcotics was concerned, was subject to continual changes, and he expressed the hope that the re-election of the Board *en bloc* would not constitute a precedent

### 3 TRAFFIC IN WOMEN AND CHILDREN

#### (a) *Work of the Advisory Commission for the Protection and Welfare of Children and Young People \**

The Assembly reviewed the work done by the Advisory Commission for the Protection and Welfare of Children and Young People †

1. *Traffic in Women and Children*—The Assembly noted with satisfaction the ratification of the Convention of 1921 for the suppression of the traffic in women by two new States, Brazil and Persia. It noted the report of the Commission of Inquiry into the traffic in women and children in the East, and expressed its gratitude to the Social Hygiene Bureau of New York, which had provided the funds necessary for this inquiry.

The Assembly, with a view to strengthening the measures taken against the traffic, decided to convene a Diplomatic Conference to establish the final text of a convention for the suppression of the international traffic in women of full age, even in cases where the victims were consenting parties. This convention is intended to complete the existing agreements ‡

2. *Child Welfare* §—The Assembly dealt with the consequences of the economic crisis and unemployment on children and young people. It expressed the view that it was desirable, with a view to taking practical steps, that the Child Welfare Committee should study, in consultation with the International Labour Office, the experiments made by certain countries in this field

#### (b) *Convention on the Suppression of the Traffic in Women of Full Age* ¶

The Committee on the Traffic in Women and Children was invited by the Assembly in 1932 to study the methods whereby the Conventions of 1910 and 1921 on the traffic in women and children might be strengthened and improved ¶ To this end the Committee prepared a draft

\* See Monthly Summary, Vol. XIII, No. 4, page 99

† See Assembly resolution. Annex, page 243

‡ The Conference sat from October 9th to 11th, 1933, and the Convention was signed by 20 States (see elsewhere for an account of the Conference).

§ See Assembly resolution: Annex, page 243

¶ See Assembly resolution: Annex, page 243

¶ See Monthly Summary, Vol. XIII, No. 5, page 115.

providing that whoever, in order to gratify the passions of another, has procured, induced, or led away, even with her own consent, a woman or girl of full age for immoral purposes to be carried on in another country should be punished. The Committee asked the Council to communicate this draft to the Governments for their observations so that the Convention might be signed as soon as possible.

The Assembly, on October 7th, 1933, adopted a resolution under which a diplomatic conference was convened to establish the final text of the Convention for the repression of the traffic in women of full age. The Conference met at Geneva from the 9th to the 11th October. The Governments of the following countries were represented: the Union of South Africa, Australia, Austria, Belgium, China, Czechoslovakia, the Free City of Danzig, Estonia, Finland, France, Germany, Greece, Hungary, Irish Free State, Italy, Japan, Lithuania, the Netherlands, Norway, Poland, Portugal, Spain, Sweden, Switzerland, the United Kingdom, Yugoslavia.

The Government of Denmark was represented by an observer.

The Conference unanimously adopted the text of a Convention providing for the punishment not only of the offence committed against a woman or girl of full age, but of any attempt or preparation for such an offence.

The Convention was signed on October 11th by the Governments of Austria, Belgium, Czechoslovakia, the Free City of Danzig, France, Germany, Greece, Lithuania, the Netherlands, Poland, Portugal, Spain, Sweden, and the United Kingdom.

The delegates of the United States of America and of the South African Union, Australia, Albania, China and Panama signed the Convention later, while those of Hungary, Switzerland and Yugoslavia made declarations announcing that their Governments would shortly be signing the instrument.

The Conference before separating adopted a resolution suggesting that the Council should invite the Committee on the Traffic in Women and Children to submit proposals with a view to the signature as soon as possible of additional provisions covering the extradition of offenders.

The Council on October 14th noted the Convention and instructed the Secretary-General to forward a certified copy of the Convention to the Governments of the following States now Members of the League: Afghanistan, Saudi Arabia, Brazil, Costa-Rica, Ecuador, Egypt, Iceland, Liechtenstein, San Marino,

Monaco, Sudan, United States of America, Union of Soviet Socialist Republics.

The Convention will, until April 1st, 1934, remain open for signature by all the Governments represented at the Conference or to which a copy of the Convention has been communicated.

(c) *Re-organisation of the Advisory Commission for the Protection and Welfare of Children and Young People.\**

The Council, in April last, decided to give effect to a recommendation of the Commission for the Protection and Welfare of Children and Young People and to increase from twelve to fifteen the number of Governments represented in that Commission. The Commission had also recommended that the countries should be chosen so as to include national groups not yet represented with a view to extending the participation in its work of extra-European States.

The Council, after carefully considering the matter, decided on October 12th to invite Chile, India and Turkey each to appoint a delegate to represent them on the Commission for a period of five years.

The Assembly, moreover, considering that the budget placed at the disposal of the Commission was not sufficient to enable it to carry out the tasks which it should undertake at a time when children and young people were exposed to the most serious dangers, recognised the necessity of increasing its resources as soon as possible. Meanwhile it asked the Child Welfare Committee to submit to it, if possible next year, a programme of work which would enable it to continue to perform the duties originally laid upon it to their full extent.

#### 4 SLAVERY †

The Assembly last year adopted a resolution setting up an Advisory Commission of Experts on Slavery and defining its competence and duties ‡. The Assembly voted this year the necessary credits to enable the Commission to begin its work in 1934.

The Commission, which will meet early in January, 1934, will be constituted as follows:

M. Ailbrecht Gehr, Honorary Secretary-General of the Belgian Ministry for the Colonies; Member of the Committee of Experts for Native Labour; Ex-President of the Temporary Slavery Commission (1924-25); Ex-President

\* See Assembly resolution: Annex, page 244.

† See Assembly resolution: Annex, page 244.

‡ See Monthly Summary, Vol. XIII, No. 1, page 23.

of the Committee of Experts on Slavery (1932).

Sir George Maxwell, later Chief Secretary to the Government, Federated Malay States

Mme Isabel Oyarzabal de Palencia, Spanish Delegate to the International Labour Conference and to the Assembly of the League of Nations

M Th. Marchand, Governor of Colonies; Ex-Commissioner of the French Republic in the Cameroons

Commendatore Tullio Zedda, former Secretary-General of the Government of Eritrea, Ex-Member of the Committee of Experts on Slavery (1932)

M Neytzell de Wilde, Head of the Department for Juridical Questions and for League of Nations Affairs at the Netherland Ministry for the Colonies, Ex-President of the Legislative Assembly of the Netherland Indies; Ex-Member of the Committee of Experts on Slavery (1932).

M José d'Almada, Colonial Adviser to the Portuguese Ministry for Foreign Affairs

#### 5. ASSISTANCE TO INDIGENT FOREIGNERS AND EXECUTION OF MAINTENANCE ORDERS ABROAD.

The Council in May last asked the Secretary-General to convene at the beginning of December, 1933, a special committee of experts to

study the question of assistance to indigent foreigners and the execution of maintenance orders abroad

The Council on October 14th decided to invite the Government of the United States of America, which had participated in the International Conference of 1912 on assistance to foreigners, to appoint an expert to take part in the work of that Committee.

#### 6. TREATMENT OF PRISONERS †

In 1929 the International Penal and Penitentiary Commission drew up a set of Standard Rules which embodied the minimum universal requirements for the humanitarian and rational treatment of prisoners and the possible social re-adaptation of the convict

At the request of the League, the International Penal and Penitentiary Commission revised these Rules in the light of the observations received in the meantime from the Governments, certain League Organisations, and international institutions.

The Assembly instructed the Secretary-General to forward the revised Rules to the Governments of States Members and non-Members of the League, and to inquire whether, in view of their legislation on the matter, they were in a position to contemplate the approval and the practical application of these Rules either wholly or in part.

## VII.—TECHNICAL ORGANISATIONS.

### 1. HEALTH ORGANISATION

#### (a) *Work of the Organisation.\**

The Assembly reviewed the work of the Health Organisation for the year 1933. The activities of the Organisation during the year were varied and fruitful.

The Government of the Union of South Africa, realising the danger of the spread of yellow fever, had requested the Health Organisation to convene a regional health conference in order to discuss the problem.

The Government of Chile had applied to the League of Nations, requesting the assistance of its technical bodies with a view to the study of public nutrition.

Co-operation between the National Health Administration of China and the Health Organisation had been carried on very closely on the lines agreed upon in 1930.

As a result of this co-operation, China has at present an effective national quarantine service which already covers all the principal

river and maritime ports of the country, with the exception of Canton. The Central Field Health Station at Nanking, which is to become the nucleus of the health institutions of China, is already playing a prominent part in the life of the country. The Central Hospital contemplated in the plan of reconstruction has been inaugurated at Nanking. At Shanghai the campaign against cholera has been intensified to the point that one inhabitant in three has been vaccinated during the last year. This year no case of cholera has as yet been registered.

The Czechoslovak Government being anxious to provide the whole country with an adequate health organisation, the Minister for public health and physical education had applied to the Health Organisation for assistance in making a sanitary survey of Slovakia. This first step had been taken, and the Czechoslovak Government had asked the Health Organisation to continue to lend it its assistance.

The Assembly, reviewing the other activities

\* See Assembly resolution. Annex, page 244.

† See Assembly resolution. Annex, page 244.

of the Health Organisation, was glad to note that the Eastern Bureau, established at Singapore to announce the appearance and watch the development of the epidemics of pestilential diseases of which Asia is the cradle, had accomplished its task to the best interests of the countries concerned.

The network of information at its disposal now extends from the Cape to Vladivostok and from Melbourne to Panama. No focus of plague, cholera, or small-pox can occur in any one of the 163 ports in touch with the Singapore Bureau without the latter being immediately informed by telegraph. This information is forwarded promptly and with regularity to the health administrations of the countries of the East and enables them to take measures of quarantine with a full knowledge of the facts.

The Assembly emphasised its interest in the work of the Health Organisation, particularly in the campaign against malaria, tuberculosis, diphtheria, infantile mortality and the work connected with biological standardisation.

(b) *Meeting of the Health Committee.*

The Health Committee met on October 29th under the chairmanship of Professor Madsen (Danish).

The agenda included the examination of the report of the Malaria Commission; various medical questions relating to the opium problem, the effects of the economic crisis on public health; \* a report on present tendencies in medical education, etc.

The Committee was still in session on October 31st, and its proceedings will be summarised in a later issue of the *Monthly Summary*.

The following members took part: Professor Madsen (Denmark); Professor Léon Bernard (France); Sir George Buchanan (United Kingdom); Dame Janet Campbell (United Kingdom); Surgeon General Cumming (United States); Professor Fitzgerald (United States); Dr. Husamettin Bey (Turkey); Dr J. Jitta (Netherlands); Professor Ricardo Jorge (Portugal); Medical Inspector-General Lasnet (France); Dr. Lutrario (Italy); Dr. Chodzko (Poland); Dr. Carrière (Switzerland); Professor Bastianelli (Italy); Professor Miyajima (Japan).

## 2. ECONOMIC AND FINANCIAL ORGANISATION.†

### (a) *Work of the Organisation.*

The Assembly reviewed the work done by the Economic and Financial Organisation of the League during the last year

The Second Committee, whose duty it is to deal with these matters, emphasised that the entire world was suffering from a crisis which was unprecedented in its extent, duration and intensity. It observed that though the effects of the crisis had made themselves felt in all directions until towards the end of 1932, certain recent signs of improvement could now be noted. In the industrial countries production had increased and unemployment was diminishing. In the aggregate, the exports of countries whose economic activities are mainly devoted to agriculture and mining have improved. At the same time, the visible stocks of the great majority of raw materials and foodstuffs appear to be declining.

On the other hand, the abandonment of the gold standard by the United States of America had necessarily influenced international economic relations.

The Assembly emphasised the necessity of a lasting improvement in the economic situation of the world, observing that such improvement could not be effected unless States were prepared to abandon the system of closed national economies, which was tending to become general and which threatened to stifle international trade.

It observed that last year an effort had been made in that direction by the agricultural countries of Eastern and Central Europe by the Conference at Bucarest. It referred also to the work of the London Conference with a view to organising a better international co-operation in economic affairs.

It had been the object of the London Conference to find practical means of eliminating as speedily as possible impediments of every kind that were paralysing international trade and to facilitate the adjustments necessary for monetary stability and the restoration of credit. It had not been possible to reach agreement and the Conference had been obliged to adjourn its proceedings‡. The adjournment of the Conference should not, in the opinion of the Assembly, be regarded as indicating any change of attitude on the part of the Governments concerned, and the Assembly expressed the wish that circumstances would in the near future enable a settlement to be reached of the problem of the stabilisation of currency.

The Assembly noted the work done by the Financial Committee in assisting Roumania, Austria, Bulgaria, Greece and Hungary§. The task of the Financial Committee is at present

\* See *Monthly Summary*, Vol. XIII, No. 2, page 33.

† See Assembly resolution: Annex, page 244.

‡ See *Monthly Summary*, Vol. XIII, No. 7, page 156.

§ See *Monthly Summary*, Vol. XIII, No. 9, page 197.

considerable. During the first ten years of the existence of the League it was called upon to assist first one of these countries and then another. Now, owing to the world crisis, it is compelled to deal simultaneously with all of them.

The Fiscal Committee has continued the inquiry undertaken with the financial assistance of the Rockefeller Foundation into the methods used by fiscal administrations in the various countries for the allocation of profits in respect of firms doing business in several countries.\* A draft Convention, intended to prevent double taxation in this field, has been submitted to Governments for their observations.

The Economic Intelligence Service of the League has continued to collect and publish important information. Among its principal publications are The World Economic Survey, the Statistical Year-Book, the Review of World Trade, International Trade Statistics, the Balance of Payments, and the Review of World Production.

The Service is about to undertake, with the generous assistance of the Trustees of the Rockefeller Foundation, the publication of a study of the causes of the recurrence of periods of economic depression, a piece of work which the Assembly had suggested as long ago as 1930.

#### (b) *Work of the Financial Committee*

The Council on October 12th reviewed the work of the Financial Committee which, during its 50th, 51st and 52nd sessions dealt with the financial situation of Austria, Bulgaria, Greece, Hungary and Roumania.

1 *Austria*—The report of the Financial Committee drew attention to the progress made by the Austrian Government in the restoration of its finances †.

The Chairman of the Financial Committee, M. Janssen, congratulated the Austrian Government on the excellent work which it had done.

The representative of the United Kingdom, after noting with satisfaction the improvements effected in the Austrian finances, observed that the deficit of 1931, which had been estimated in round figures at 349,000,000 schillings, had, in 1932, fallen to 32,000,000. These figures, in his opinion, showed the importance of the efforts made by the Austrian Government. He also saw evident signs of improvement and progress in the measures adopted by the Austrian Government to settle the problem of

monetary depreciation and to arrange for the issue of a domestic loan.

The representatives of France, Italy and Panama also expressed their satisfaction at the improvement in the financial situation of Austria.

The representative of Austria declared that his Government, encouraged by the sympathy which had been extended to it from every quarter, would not fail to continue its patient and persevering efforts.

2. *Bulgaria*.—The report of the Financial Committee did not under-estimate the seriousness of the situation in Bulgaria. That situation appeared to be aggravated by certain circumstances.

As a result of a study undertaken in March at the request of the Bulgarian Government, a programme of reform had been drawn up in common agreement between the Bulgarian Government and the Financial Committee. That programme had only been put into effect quite recently, and its full consequences could not therefore be as yet measured. The results of the first five months of the current period, however, did not indicate any improvement in comparison with the corresponding period of the previous financial year.

The Financial Committee felt that these circumstances justified the fears which it had entertained in regard to the situation of Bulgaria. It now hopefully awaited the steps which the Bulgarian Government would take for the restoration of budgetary equilibrium in Bulgaria.

The representative of Bulgaria said that his Government was firmly resolved to carry the work of restoration to a successful conclusion.

3. *Greece*.—A delegation of the Financial Committee went to Athens in May, 1933, at the request of the Greek Government to study the financial situation of the country ‡.

The economic system in Greece is to a special degree based on agriculture. Industrial activities are limited and internal land communications are still in course of development. For some years past Greece has to an appreciable extent depended for the maintenance of the standard of life of its population on the export of a few important articles and the proceeds of remittances from its emigrants and foreign loans. This special situation has rendered Greece particularly vulnerable to the world crisis. The proceeds of its exports have considerably decreased as a result of a very substantial fall in their prices, the proceeds of

† See Monthly Summary, Vol. XIII, No. 5, page 118.

\* See Monthly Summary, Vol. XIII, No. 6, page 149.

‡ See Monthly Summary, Vol. XIII, No. 9, page 197.

foreign loans have dried up at the source and the proceeds of the remittances from emigrants have considerably decreased. The public revenue has accordingly diminished and it has not been possible to reduce expenditure to an adequate degree and sufficiently rapidly in order to maintain budget equilibrium.

Greece, in 1932, found it impossible to effect payments in respect of the larger portion of her external debt. After having tried in vain to maintain the drachma, she has finally been obliged to abandon the parity adopted on stabilisation.

The capacity of Greece to effect future transfers for the service of her public debt, will chiefly depend on the development of her exports and remittances from emigrants, as well as the steps which may be taken to shut out imports in excessive quantities.

It would seem, however, that during the last few months Greece has to a certain extent shared in the general improvement of the world situation.

The representative of Greece at the London Conference, after an exchange of views with the Financial Committee, made on behalf of the Greek Government a declaration of principle which was entirely approved by the Committee. The Greek Government, in this declaration, stated the policy which it intended to follow in respect of budgetary and fiscal reforms, the maintenance of budgetary equilibrium, the use of national savings for internal development and currency questions.

The Financial Committee, noting that a certain number of these measures had already been applied, recorded, however, that no agreement had yet been reached on the subject of the external debt of Greece, which included two loans issued under the auspices of the League of Nations.

The representative of Greece observed that the deficit in the trade balance had decreased. This decrease, however, was due to the depreciation of the drachma and to restrictions on imports. He also observed that general trade had decreased during the first six months of 1933 by 26 per cent in value and 30 per cent in quantity in comparison with the previous year. That decrease would inevitably react upon the budgetary situation. He added that the total of the floating debt amounted that year to 765 million drachmae.

The Greek representative, in conclusion, declared that his Government shared the regret of the Financial Committee at the absence of agreement with the holders of Greek loans. The latter, however, had not been able to

accept the method of settlement which the Greek Government had offered them. The negotiations, nevertheless, had not been broken off, and the Greek Government was prepared to adopt any procedure of conciliation which would be regarded as likely to lead to a settlement of the dispute.

4 *Hungary*.—The budgetary situation of Hungary was better than last year. The deficit for 1933 was lower by 23,000,000 pengo than that of the previous financial period. It was hoped that in 1933-34 it would only amount to one-half of the figure noted in 1932-33.

The cereal harvest had been exceptionally good and the improvement in foreign trade which had begun at the start of the year was continuing. Nevertheless budgetary equilibrium had not yet been achieved, and the Financial Committee emphasised in this connection that there was still need for further economies.

5. *Roumania*.—The Agreement concluded with the Roumanian Government on January 28th, 1933, and ratified on May 18th, has not yet been carried into effect.

The representative of Roumania declared that his Government desired to appoint the financial expert contemplated in its programme of co-operation with the League of Nations, but that internal political circumstances did not for the moment enable it to give effect to that desire.

He, nevertheless, expressed the hope that these difficulties would shortly be removed and that a final reply would be given to the Council in January next as to the possibility or otherwise of applying the programme which had been established in common.

#### (c) *Work of the Fiscal Committee.*

The Council on October 12th considered the report of the Fiscal Committee on the work of its fourth session.

The report gave an account of the results of the inquiry carried on during the last three years into the problem of the allocation of the profits of concerns operating in several countries\*. The first practical result of the inquiry, as the representative of Australia observed when acting as rapporteur to the Council, was the framing of a draft convention. It is not claimed that the draft convention solves the whole problem of double taxation. It deals only with a limited, but very important, question of industrial and commercial income.

\* See Monthly Summary, Vol. XIII, No. 6, page 149.



The Council decided to forward the draft convention to the Governments with a request for their observations.

(d) *Reorganisation of the Fiscal System of Guatemala*

The Council on October 12th dealt with a request submitted by the Government of Guatemala in letters dated August 29th and September 26th, 1933, to the effect that an expert should be sent to Guatemala to reorganise the fiscal system of that country.

The Government of Guatemala desires that inquiries should be shortly undertaken into the systems of taxation and collection of revenue in Guatemala. The Financial Committee, consulted unofficially on this subject, has intimated that it is prepared to lend its good offices to the Secretary-General with a view to selecting a suitable nominee for the purpose.

The representative of Mexico reminded the Council that this was the first request of the kind addressed to the League of Nations by a country of Latin-America. The New World would thus be able to appreciate the beneficent work of assistance carried on by the League.

The representative of Spain associated himself with these observations, adding that he was glad to note that the remarkable work accomplished on the European continent on several occasions by the Financial Committee might now be extended to all parts of the world.

The President of the Council, the representative of Panama, observed that the proposed inquiry would be extremely useful to Guatemala and would still further tighten the bonds between the League and the countries of Latin-America.

The Council asked the Secretary-General to take the steps necessary to give effect to the request of Guatemala.

(e) *Monetary and Economic Conference. Tariff Truce \**

Towards the end of July last fifty-nine States had acceded to the Agreement of May 12th for the establishment of a Tariff Truce for the period of the London Monetary and Economic Conference.

The signatory States reserved the right to denounce this Agreement after July 1st, 1933, subject to a month's notice given to the Conference.

The Governments of Denmark, the Netherlands, Switzerland, Sweden, France, the Irish Free State and Iceland, making use of this option, have successively given the notice

necessary for the denunciation of the Agreement.

(f) *Appointment of Members of the Economic Committee.*

The term of office of the members of the Economic Committee, appointed for three years, having expired, the Council, on October 12th, renewed the membership of the Committee. The following were appointed:

*Ordinary Members:—*

M. Bramsnaes, Director of the National Bank, former Minister of Finance; Danish.

M. Carlos Brebbia, Under-Secretary of State for Agriculture, former Commercial Attaché to the Legation of the Argentine Republic in Rome; Argentine.

M. A. Di Nola, Director-General of the "Istituto Italiano di Credito Fondiario," Honorary Director-General at the Ministry of National Economy; Italian.

M. F. Dolezal, Under-Secretary of State at the Polish Ministry of Trade and Industry, Polish.

M. P. Eibel, Member of the Chamber of Deputies, former Director of Commercial Agreements at the Ministry of Commerce; French.

M. H. M. Hirschfeld, Director-General of Trade and Industry; Netherlands.

M. N. Ito, Councillor of Embassy; Japanese.

Sir F. W. Leith-Ross, Chief Economic Adviser to the British Government; British.

M. Alfred de Nickl, Envoy Extraordinary and Minister Plenipotentiary, Director-General of Commercial Agreements at the Ministry of Foreign Affairs; Hungarian.

M. F. Peroutka, Chief of Section at the Ministry of Trade and Industry; Czechoslovak.

M. H. E. Posse, Secretary of State at the Reich Ministry of Economics; German.

Mr. James Harvey Rogers, Professor of Political Economy at Yale University; American.

Dr. Richard Schuller, Envoy Extraordinary and Minister Plenipotentiary, former Chief of the Economic Section of the Department of Foreign Affairs; Austrian.

M. W. Stuckli, Director of the Commercial Division of the Federal Department of Public Economy; Switzerland.

A Canadian Member will be appointed later.

*Corresponding Members:—*

M. Barboza Carneiro, Commercial Attaché to the Brazilian Embassy in London, Brazilian.

Professor A. Flores de Lemus, Professor of Political Economy at Madrid Central University, Director-General of Public Revenues at the Finance Ministry; Spanish.

M. G. Jahn, Chief Director of the Central Statistical Office of Norway, Norwegian.

\* See Monthly Summary, Vol. XIII, No. 6, page 141; No. 7, page 163; and No. 9, page 196.

M. van Langenhove, Secretary-General of the Ministry of Foreign Affairs; Belgian

Mr H. A. F. Lindsay, Indian Trade Commissioner in London; India

M. V. Lundvik, Director of the Federation of Swedish Industries; Swedish

M. Rafael Martinez Mendoza, Member of the Academy of Political and Social Science of Venezuela; Venezuelan.

M. Rudolph Mickwitz, Chief of the Treaties Office of the Ministry of Foreign Affairs; Estonian.

M. W. Munter, Envoy Extraordinary and Minister Plenipotentiary, Secretary-General of the Ministry of Foreign Affairs; Latvian

Professor E. Neculcea, Minister Plenipotentiary; Roumanian.

M. Raul Simon, Chief of the Budget Office of the Chilean Finance Ministry; Chilean.

Dr. Milan Dodorovic, Professor of Political Economy at Belgrade University, Technical Adviser to the Ministry of Foreign Affairs; Yugoslavian.

Mr. C. T. de Water, High Commissioner of the Union of South Africa in London, South African

Mr J. U. Zan, Director of the Industrial and Commercial Intelligence Office of the Ministry of Industry, Commerce and Labour; Chinese.

### 3. COMMUNICATIONS AND TRANSIT

#### *Work of the Organisation.\**

The Assembly reviewed the work of the Communications and Transit Organisation during the year.

The Organisation, in present circumstances, has been obliged to limit its activities to a restricted number of problems.

It has nevertheless achieved a marked progress towards the unification of the buoyage of coasts.† This question, which could not be settled in 1930 at the Lisbon Conference, has been the subject of further study by a special Committee which has succeeded in drawing up a draft scheme. The scheme will be submitted for consideration to the Governments who were invited to the Lisbon Conference. There is reason to hope, in view of the way in which the work went forward in the special Committee, that unification will be secured either by means of a universal convention or by regional agreements.

The Communications and Transit Organisation continued its work in reference to inland navigation and railway and road traffic ‡

Its efforts to establish a system of communications to be used by the League in times of crisis deserve special attention. The wireless station of the League has been working since February, 1932, and has enabled a rapid broadcast to be made of important documents as between the delegations of non-European countries and their Governments.

The International Telegraphic Conference, held at Madrid in September, 1932, on the proposal of the Communications and Transit Organisation, incorporated in the new international convention on long distance communications provisions under which telegrams regarding the application of Articles 15 and 16 of the Covenant, exchanged in the event of a threat of war between the President of the Council of the League or the Secretary-General on the one hand and the States Members of the League on the other hand, would be granted priority over Government telegrams.

Apart from questions relating to the international regulation of communications, the Organisation has dealt with certain problems relating to public works. Its experts have, for several years, been called upon to furnish technical opinions. After having afforded assistance to the Chinese Government, the Organisation was invited by the Siamese Government to co-operate with a view to improving the approaches to and the equipment of the port of Bangkok. Moreover, the Organisation has been asked to establish a Committee of Inquiry into questions of public works and national equipment with a view to considering schemes for national public works submitted by various governments. This Committee is considering schemes put forward from a technical and economic point of view having regard to the effects which their application may have upon unemployment.

The Monetary and Economic Conference decided that a special Sub-Committee should be appointed to examine the economic, financial and social aspects of this question. That sub-committee has not yet met.

The Assembly noted the work done by the Communications and Transit Organisation and expressed the hope that the Bureau of the Conference would shortly convene the special sub-committee.

\* See Assembly resolution. Annex, page 244.

† See Monthly Summary, Vol. XIII, No. 7, page 176.

‡ See Monthly Summary, Vol. XIII., No. 5, page 120.

## VIII.—ADMINISTRATIVE QUESTIONS.

## I. FREE CITY OF DANTZIG

*Appointment of a High Commissioner.*

The Council on October 26th unanimously appointed Mr. Sean Lester as High Commissioner of the League at Danzig for a period of three years from January 15th, 1934.

Mr. Rosting, who has acted as High Commissioner for twelve months, has been authorised by the Secretary-General to fulfil the duties of High Commissioner until that date.

\* \* \*

Mr. Sean Lester was born in 1889. He entered the Sinn Féin party in 1909. He participated as journalist in the political campaigns which took place in Ireland up to the constitution of the Irish Free State in 1922.

From 1922 he was attached to the Ministry for Foreign Affairs of Ireland and became in 1929 permanent delegate of the Irish Free State accredited to the League of Nations. In that capacity he represented his country at the Assembly and afterwards on the Council. He was Chairman of the Committee of the Council which was instructed to follow the dispute between Bolivia and Paraguay and of the Advisory Committee which dealt with the dispute between Colombia and Peru. He also acted as rapporteur to the Council for minorities questions.

## 2. MANDATES.\*

(a) *Work of the Permanent Mandates Commission.*

The Assembly noted the work done by the mandatory Powers during the past year.† It expressed its appreciation of the fact that their co-operation with the competent bodies of the League continued to produce valuable results in regard both to the application of the principles laid down in Article 22 of the Covenant and to the task laid upon these Governments of educating the native populations.

The Assembly expressed the hope that the native populations might, to the utmost possible extent, be spared the consequences of the economic depression.

(b) *Meeting of the Mandates Commission.*

The Mandates Commission met at Geneva on October 23rd, under the chairmanship of Marquis Theodoli (Italy), for its twenty-fourth session.

The agenda included the examination of the annual reports of the mandatory Powers on the administration of the following territories: Syria and the Lebanon,‡ the Cameroons and

Togoland under French Mandate, the Cameroons and Togoland under British Mandate, Ruanda Urundi under Belgian Mandate, Western Samoa under New Zealand Mandate and the Islands under Japanese Mandate.

The agenda further included the report of the Government of the United Kingdom on the administration of Iraq during the period between January and October, 1932, before the mandatory regime for that territory had expired. The Commission had also to consider a certain number of petitions relating to Syria and the Lebanon, the Cameroons and Togoland under French Mandate, South-West Africa, and the Islands under Japanese Mandate.

The following representatives of the Mandatory Powers assisted the Mandates Commission in the examination of the annual reports:—

*For Iraq:* Captain Vyvyan Holt, Oriental Secretary to the British Embassy at Bagdad.

*For Syria and the Lebanon:* M. Robert de Caix, former Secretary-General of the French High Commissariat in Syria and the Lebanon.

*For the Cameroons under French Mandate:* M. M. Besson, Chief of the Political Bureau at the French Ministry for the Colonies.

*For the Cameroons under British Mandate:* Captain W. Buchanan-Smith, Lieutenant-Governor, Southern Provinces, Nigeria.

*For Togoland under French Mandate:* M. M. Besson.

*For Togoland under British Mandate:* Mr. A. W. Cardinall, late District Commissioner, Gold Coast.

*For Ruanda-Urundi:* M. Halewyck de Heusch, Director-General at the Belgian Ministry for the Colonies.

*For Western Samoa:* Sir Thomas Mason Wilford, High Commissioner of New Zealand in London.

*For the Islands under Japanese Mandate:* M. N. Ito, Assistant Director of the Japanese League of Nations Office.

The following members were present: Marquis Theodoli (Italian), M. W. Van Rees (Netherlands), Mlle V. Dannevig (Norwegian), Lord Lugard (British), M. M. Merlin (French), M. Pierre Orts (Belgian), M. L. Palacios (Spanish), Count de Penha Garcia (Portuguese), M. W. Rappard (Swiss), M. N. Sakenobe (Japanese), Mr. C. W. H. Weaver, representing the International Labour Organisation.

The Commission had not finished its work by the end of October, and an account of its proceedings will be published in a later number of the *Monthly Summary*.

\* *Cour résolution de l'Assemblée*, page 245.

† See *Monthly Summary*, Vol. XIII., No. 8, page 180.

‡ See *Monthly Summary*, Vol. XIII., No. 8, page 181.

## IX.—INTELLECTUAL CO-OPERATION.\*

## WORK OF THE ORGANISATION FOR INTELLECTUAL CO-OPERATION

The Assembly noted the work done by the Intellectual Co-operation Organisation †

This Organisation devoted part of its activities to the study of certain important intellectual problems with a view to ensuring mutual understanding between nations

It has begun, with the help of leading personalities, exchange of views which range from correspondence effected by means of open letters to the holding of committees or conferences devoted to the scientific and disinterested study of the problems which to day are commanding general attention. Thus it organised during 1933 the conversation at Madrid on the future of civilisation, and the Conference of Higher International Studies in London on the intervention of the State in economic life. It has, further, formulated

definite proposals for the promotion of moral disarmament by educational methods (instruction, cinematograph, broadcasting).

The Intellectual Co-operation Organisation has continued its co-operation with the Chinese Government in the reorganisation of public education in China. It has also proceeded with its inquiries on educational broadcasting and the intellectual rôle of the press, on education in all degrees, on the protection of authors' and scientists' rights, etc. It has placed upon its programme for next year a study of the social and political sciences in their bearing on international relations. Finally, it has laid down the preliminary lines of a convention for the repatriation of works of art removed from the respective national artistic heritages.

The Assembly expressed its appreciation of the activities of the International Institute on Intellectual Co-operation and the Educational Cinematographic Institute at Rome.

## X.—ORGANISATION OF PEACE.

## CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE ‡

The problem of the co-operation of the Press in the organisation of peace has on several occasions been considered by the Assembly.

The Assembly last year examined the results of an inquiry conducted among press organisations into the methods of preventing the spread of false information calculated to disturb the maintenance of peace and the good understanding between nations. It expressed the hope that a press conference similar to that summoned by the Danish Government at Copenhagen in 1932 might be convened in order to give effect to some of the principal suggestions offered in the course of the inquiry.

The Spanish Government has since decided to convene at Madrid on November 7th a Conference answering to this recommendation. The agenda of the Conference will include the

examination of the suggestions and observations submitted in the course of the inquiry into false information. The Conference will include Directors of Government Press Bureaux, representatives of the principal news agencies, and delegates of international journalists' organisations, associations of newspaper editors, publishers and proprietors.

The Assembly this year, on being informed of the convocation of the Conference, expressed its cordial satisfaction. It wished the Conference every success, and expressed the hope that the next Assembly would be able to note its satisfactory results.

The Assembly also expressed the wish that the Secretariat should continue to devote its attention to the development, by all the means at its disposal, of the prompt supply to the press of the fullest possible information concerning the work of the League.

## XI.—COMMISSION OF INQUIRY FOR EUROPEAN UNION.

The Assembly, noting that circumstances had not enabled this Commission to meet since

\* See Assembly resolution: Annex, page 245.

† See Monthly Summary, Vol. XIII, No. 7, page 166.

its last session, decided to renew its terms of reference and to place the report of the Commission on the agenda of its next session.

‡ See Assembly resolution: Annex, page 246.

§ See Monthly Summary, Vol. XIII, No. 10, page 290.

## XII.—FINANCIAL QUESTIONS AND INTERNAL ORGANISATIONS.\*

## 1 BUDGET OF THE LEAGUE OF NATIONS

The general budget of the League for 1934 has been fixed at 30,827,805 Swiss francs, as compared with 33,429,132 francs in 1933.

The original budget, as submitted to the Assembly, amounted to 30,643,905 francs, but as a result of the addition of certain supplementary credits, particularly to provide for a second session of the Monetary and Economic Conference, that figure was increased to 30,827,805 francs, an amount less by over 2,600,000 francs than that of the previous year.

The expenditure is divided as follows:

	Swiss francs
1 Secretariat and special Organisations . . . . .	15,892,161
2 International Labour Organisation . . . . .	8,257,876
3 Permanent Court of International Justice . . . . .	2,538,827
4 Nansen International Refugee Office . . . . .	300,000
5 Buildings at Geneva . . . . .	2,000,000
6 Pensions . . . . .	1,838,941
Total . . . . .	<u>30,827,805</u>

## 2 FINANCIAL POSITION OF THE LEAGUE.

Although only 82 per cent. of the budget for 1932, including payments on account of arrears, was actually received during that year, the financial period closed with a net surplus of 1,275,000 francs.

For the period 1933 the revenue received up to October 6th amounted to 57.8 per cent of the budget.

While the financial situation of the League was serious, it was not felt that there was any grave cause of alarm in respect of the immediate future. As a result of the considerable savings which had been effected, the year 1933 would probably be closed without a deficit.

## 3 BUDGETARY METHODS.

While the budget for 1934 showed a reduction of more than two million six hundred thousand francs as compared with the estimates for 1933, the estimate for 1934 was more than three million francs higher than the sum actually expended in 1932. This considerable margin and the surpluses secured in 1932 and in previous periods on almost every item of the budget gave rise to some criticism. Certain delegations expressed the opinion that there had been over-budgeting, and that the estimates

should correspond more closely to actual expenditure. Other delegations were of opinion that the budgetary estimates should have a certain amount of elasticity, and that unforeseen expenditure should be covered by a credit sufficiently large to meet any possible contingency.

The Secretary-General and the Supervisory Commission explained the peculiar difficulties under which the League had to work. There was no possibility, during a financial period, of obtaining any supplementary credits. The League must, therefore, allow a sufficiently wide margin if it were to avoid the possibility of being caught unprepared.

The Secretary-General and the Supervisory Commission explained that the surplus for 1932 was chiefly due to the economies made by the administration. The unexpended credits did not, therefore, represent over-budgeting, but a real decrease in the activities of the League which had been rendered necessary by the irregular arrival of contributions. The Assembly, however, in view of the observations submitted, asked the Supervisory Commission to prepare a report on the budgetary methods at present in force.

## 4. CONTRIBUTIONS IN ARREAR.

The Assembly gave particular attention to the situation created by delays on the part of certain States in the payment of their contributions. It was generally felt that the present situation should not be allowed to continue, particularly as the partial or complete default of certain States indirectly added to the burden of others. In order to ensure a greater regularity in the payment of contributions, the Assembly adopted certain proposals submitted by the Supervisory Commission. In addition to the method hitherto in force (payment in cash) the Secretary-General was authorised, when States had indicated the date on which they were prepared to pay their contributions and subject to their concurrence, to draw negotiable bills through the central banks or other banks indicated by the States concerned unless the Governments preferred to send negotiable Treasury bonds.

The Assembly appealed to States to make very effort to liquidate their arrears either in whole or in part, and, in any case, to pay their current contributions. It also decided that unless the situation had improved by the next Assembly it would be obliged to study measures to enforce the fulfilment by certain States of their financial obligations to the League.

\* See Assembly resolution. Annex, page 246.

#### 5. RATIONALISATION OF THE SERVICES OF THE SECRETARIAT AND THE INTERNATIONAL LABOUR OFFICE.

The Assembly adopted the conclusions of the Supervisory Commission regarding the progression (in the scale) of Members of Section and the reorganisation of the Information Section and of the various central services.

#### 6. STAFF PENSIONS FUND.

The Assembly noted the report of the Administrative Board of the Staff Pensions Fund. Special emphasis was laid in the report on the difficulties at present encountered in investing the income of the Fund, which amounts to some 200,000 Swiss francs per month.

The recent depreciation of the dollar has resulted in a depreciation of the assets of the Fund. That depreciation on September 26th last amounted to 26 per cent.

The Chairman of the Administrative Board had addressed to the States whose loans were

issued in dollars, with or without the gold clause, an appeal asking them to pay the interest, in so far as the pensions fund was concerned, in dollars at former parity.

The Chairman of the Administrative Board on this occasion recalled that the Fund was guaranteed by the League, of which the States in question were Members.

The Administrative Board of the Staff Pensions Fund is constituted, for a period of three years, as follows: M. Fotitch, M. Hoel and M. Rappard, members; Mr. Lester, M. de Modzelevski and M. Parra Pérez, deputy members.

#### 7. RENEWAL OF THE SUPERVISORY COMMISSION.

The Assembly has re-elected for a period of three years M. S. Osusky and M. J. Reveillaud, members of the Supervisory Commission, whose present term of office will expire on December 31st, 1933.

### XIII.—MISCELLANEOUS QUESTIONS.

#### OFFER MADE BY THE GOVERNMENT OF HUNGARY OF A PORTRAIT OF COUNT APPONYI.

General Tanczos, representative of Hungary, informed the Council on October 12th that the Hungarian Government had decided to offer to the League a portrait of Count Apponyi, the work and gift of Mr. Philip de Laszlo.

The representative of Hungary recalled that Count Apponyi, while being a patriotic Hungarian, had always been a great European, and a convinced champion of the League.

The President of the Council thanked the Hungarian Government for its generous offer, and paid a tribute to the memory of Count Apponyi as a faithful servant of the League.

### XIV.—FORTHCOMING LEAGUE MEETINGS.

November 27th.—Permanent Committee for Inland Navigation, Geneva.

November 28th.—Permanent Executive Committee of the International Educational Cinematographic Institute, Geneva.

November 29th.—Governing Body of the International Educational Cinematographic Institute, Rome.

December 4th.—Special Temporary Committee for Assistance to destitute foreigners and the execution abroad of maintenance orders, Geneva.

December 4th.—General Commission of the Conference for the Reduction and Limitation of Armaments, Geneva.

December 5th.—Sub-Committee on Statistical Nomenclature, Geneva.

December 7th.—Committee of Statistical Experts, Geneva.

December 19th.—Executive Committee of the International Committee on Intellectual Co-operation and Directors' Committee of the International Institute on Intellectual Co-operation, Paris.

1934.

January 8th.—Advisory Committee of Experts on Slavery, Geneva.

January 8th.—Financial Committee, Geneva.

January 15th.—Seventy-eighth Session of the Council, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

## I. THIRTIETH SESSION OF THE COURT.

The thirtieth (extraordinary) session of the Court opened on October 20th last. Except for M. Altamira (Spain), who was absent on grounds of health, and M. Urrutia (Colombia), who is on regular leave under Article 27 of the Rules, all the regular judges are sitting, namely: MM. Adatci, President (Japan); Guerrero, Vice-President (Salvador), Kellogg (United States of America); Baron Rolin-Jacquemyns (Belgium); Count Rostworowski (Poland), MM. Fromageot (France), de Bustamante (Cuba), Anzilotti (Italy), Sir Cecil Hurst (Great Britain), MM. Schucking (Germany), Negulesco (Roumania), Jonkhoe van Eysinga (the Netherlands), M. Wang (China).

The list for the session includes the case concerning the "appel" against a judgment delivered by the Hungaro-Czechoslovak Mixed Arbitral Tribunal on February 3rd, 1933.

At the first hearing of the session the President announced that, besides this case, the Court had also on its list the following cases not yet ready for hearing.

I. The case between France and Greece concerning the Ottoman Empire Lighthouses Concession;

II The case between Germany and Poland concerning the Administration of the Prince of Pless,

III. The case between Germany and Poland concerning the application of Polish agrarian reform to the German minority in the voivodships of Posenania and Pomerelia, and kindred questions.

## 2. APPEAL AGAINST A JUDGMENT DELIVERED BY THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL ON FEBRUARY 3RD, 1933 (CZECHOSLOVAKIA-HUNGARY).\*

The Czechoslovak Government's Case, the Hungarian Government's Counter-case, and the Czechoslovak Government's Reply were respectively filed with the Registry of the Court on June 15th, July 14th and August 7th, 1933, the dates fixed for this purpose by the Court's Order of May 16th, 1933.

At the request of the Hungarian Government, the time-limit for the filing of the Rejoinder, originally fixed for September 1st, was extended to September 12th, 1933, by an Order of the President of the Court, dated August 23rd, 1933.

The Hungarian Government's Rejoinder was filed within the time-limit fixed in that Order.

The hearings opened on October 23rd. MM. Hermann-Otavsky and de Tomcsanyi, national judges, appointed respectively by the Czechoslovak and Hungarian Governments, made the solemn declaration provided for in Article 20 of the Statute and in Article 5 of the Rules, and were declared duly installed as national judges in the case.

At the hearings on October 23rd, 24th, 26th, 27th, 28th, 30th and 31st, the Court heard the statements of M. Koukal and M. Gajzago, made on behalf of their respective Governments. The hearings, which are still continuing, have turned, in the first place, upon the nature of the jurisdiction conferred on the Court by Article X of Agreement No. II, signed in Paris on April 28th, 1926.

## 3. POLISH AGRARIAN REFORM AND THE GERMAN MINORITY (GERMANY—POLAND).†

At the request of the German Government the President of the Court, by two Orders given respectively on August 19th and September 25th, 1933, extended the time-limits for the filing of the case and counter-case, reserving to the Court the right to fix later the dates for the filing of the Reply and Rejoinder. According to the later of the two Orders, the German Government's case and the Polish counter-case were to be filed on November 1st, 1933, and January 3rd, 1934, respectively.

On October 27th, the German Minister at The Hague addressed a letter to the Registrar stating that the German Government, in view of its declaration of October 19th, 1933, to the effect that Germany was withdrawing from the League of Nations, did not intend to pursue the cases submitted to the Court, namely, the case relating to the Administration of the Prince of Pless and the case concerning Polish agrarian reform †

In conformity with the Rules of Court, the Registrar transmitted this communication to the Members of the Court and to the other Party.

## 4. ADMINISTRATION OF THE PRINCE OF PLESS (GERMANY—POLAND) †

See No. 3 above.

\* See Monthly Summary, Vol. XIII, No. 7, page 174.

† See Monthly Summary, Vol. XIII, No. 7, page 174.

## 5. FRANCO-GREEK LIGHTHOUSES CASE.\*

The French and Greek Governments filed their respective Memorials in this case on October 27th, 1933, the time-limit fixed for this purpose.

## 6. PROTOCOL OF SEPTEMBER 14TH, 1929, CONCERNING REVISION OF THE COURT'S STATUTE.

The Secretary for Foreign Affairs for the Republic of Panama, referring to the Assembly Resolution of October 14th, 1932, has informed the Secretary-General of the League of Nations that, as the National Assembly has not yet approved the amendments to the Statute of the Permanent Court of International Justice, the Government of Panama is unable to ratify the Protocol for the Revision of the Statute, but that the said Government has no objection to the Protocol coming into force.

\* See Monthly Summary, Vol XIII, No. 7, page 174.

Ratifications of this instrument were deposited on August 4th and September 19th by Venezuela and Uruguay respectively

## 7. PROTOCOL OF SEPTEMBER 14TH, 1929, CONCERNING THE ACCESSION OF THE UNITED STATES OF AMERICA.

Venezuela deposited its instrument of ratification of this Protocol on August 4th, and that of Uruguay was received on September 19th, 1933.

## 8. COMMUNICATION OF TREATIES.

Since July 1st, 1933, the following treaty has been filed with the Registry :

Date of deposit.	Nature of instrument	Date of Signature	Signature
Sept. 4th, 1933.	Commercial Convention.	May 15th, 1933	United Kingdom and Sweden.



## ANNEX.

### Resolutions of the Assembly.

#### I. Legal and Constitutional Questions.

##### 1. SYSTEM OF ELECTION TO THE COUNCIL.

###### I The Assembly,

Having considered the report of the Committee appointed to study the existing system of election to the Council,

Approves the recommendation of the Committee for the provisional creation of one new non-permanent seat on the Council, and accordingly declares that it is desirable that, for the period commencing with the election of the non-permanent Members of the Council at the Assembly's session of 1933 and ending with the election of the said non-permanent Members in the year 1936, the number of non-permanent seats on the Council should be provisionally increased from nine to ten, on the understanding that, towards the end of that period, the question of the number of the Members of the Council will be reconsidered and that all the Members of the League will remain entirely free to propose any final solution of this question which they consider desirable.

The Assembly instructs the Secretary-General to bring this resolution to the attention of the Council

###### II. The Assembly,

Having considered the report of the Committee mentioned in resolution No. 1,

Adopts the following provisions as an addition to the rules dealing with the election of the non-permanent Members of the Council adopted by the Assembly on September 15th, 1926.

No Member of the League shall be eligible to be elected as a non-permanent Member of the Council unless it has proposed itself for election, or been nominated by another Member of the League at least forty-eight hours before the election, which shall not be held before the seventh day of the Assembly's session,

The notice of the candidature shall be given in writing to the Secretary-General, who shall forthwith bring it to the attention of the Assembly. The Secretary-General shall at the time of the election place before the Assembly a list of the Members which have been duly put forward as candidates

##### 2. SIMPLIFICATION OF THE PROCEDURE OF THE ASSEMBLY.

The Assembly decides that the following procedure shall be applied, as an experiment, at the ordinary session of 1934.

1. The President of the Council, after consulting the Chairman of the Supervisory Commission, may convene the Finance Committee for a date preceding by not more than one week the first meeting of the ordinary session of the Assembly. The Committee shall be composed of the representatives accredited for the purpose by the Members of the League. It shall appoint its Chairman, who shall thereby become a member of the General Committee of the Assembly under the terms of Article 7 of the Rules of Procedure. The establishment of the Committee shall be reported to the Assembly at the first plenary meeting of the Assembly

2. (i) When the reports and resolutions submitted by the various Committees of the Assembly are brought up for adoption in plenary session, the President, in the cases indicated below, shall read the titles of the reports and put forthwith to the vote the resolutions which are proposed.

(ii) The procedure provided for in paragraph (i) shall only apply in cases where the Committee has unanimously declared that it does not consider a discussion of the report in plenary session to be necessary and where no delegation has subsequently asked the President to open a discussion on the report. The report must be circulated to the delegations twenty-four hours before it is brought up in plenary session.

##### 3 PENAL AND PENITENTIARY QUESTIONS.

###### *Gradual Unification of Criminal Law and Co-operation of States in the Prevention and Suppression of Crime.*

###### The Assembly,

Having examined with the greatest interest the joint reply given by the seven technical organisations which the Secretary-General consulted on the subject of the form in which the League of Nations might lend its assistance in the gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime;

Noting the re-organisation of the International Bureau for the Unification of Criminal Law by the entry of representatives of the six other organisations into that body ;

Considering that the Members of the League have been consulted on the question of the gradual unification of criminal law and the co-operation of States in the campaign against crime and that the majority of the replies received are favourable in principle to collaboration by the League in these matters ;

Considering that certain other Governments have expressed the opinion that the only method by which useful results in this sphere may be obtained consists in studying each particular question separately, if it is of international interest, as and when need arises ;

Recognises the value of the international exchange of views on criminal matters which occurs within the technical organisations ;

Is of the opinion that, when the work of these organisations leads to definite proposals, the League of Nations may intervene with the object of securing the possible conclusion of international conventions if the proposals referred to answer to real needs recognised as such by the organs of the League—in which case, the procedure would be that normally followed in the conclusion of conventions under the auspices of the League of Nations ;

Thanks the seven technical organisations for their offer to place the results of their work at the disposal of the League of Nations, the possibility of having recourse to this collaboration obviating the necessity for the creation of a special organ of the League to deal with criminal and penitentiary questions ;

And considers it desirable that, in cases where the organs of the League feel it appropriate to do so, those organs should consult the said organisations. In such cases, the International Bureau for the Unification of Penal Law might be asked to give its assistance in the preparatory investigations undertaken in connection with the drawing-up of any convention which may be contemplated. So far as concerns law and practice in regard to penitentiary questions, the assistance of the International Penal and Penitentiary Commission might be obtained.

#### 4. NATIONALITY OF WOMEN.

The Assembly,

Having regard to the resolution voted by the Assembly on October 12th, 1932, on the question of the nationality of women ;

Having examined the suggestions made by the delegation of Chile in regard to this question, which, at the request of the Chilean Government, had been placed on the agenda of the Assembly ;

Having regard to the fact that a certain number of States give in their law a very wide application to the principle of the equality of the sexes.

Expresses the hope that, before the next session of the Assembly, the Governments will have put the Secretary-General in a position to communicate to the Council the information as to the effect which they have found it possible to give to recommendation No. VI of the Codification Conference.

### II. Protection of Minorities.

The Assembly,

I.—Reiterating the recommendation which it passed on September 21st, 1932 :

" Expresses the hope that the States which are not bound by legal obligations to the League with respect to minorities will nevertheless observe in the treatment of their own racial, religious or linguistic minorities at least as high a standard of justice and toleration as is required by any of the treaties and by the regular action of the Council "

II.—The Assembly requests the Secretary-General to inform the Council of the discussion that has taken place in the Sixth Committee on the question of minorities as a whole

### III. Social and Humanitarian Questions.

#### 1. REFUGEES.

(i) *Proposal for the Organisation on an International Basis of Assistance for Refugees (Jewish and Other) Coming from Germany.*

The Assembly,

Having regard to the situation created by the fact that a large number of persons, Jewish and other, coming from Germany have, in recent months, taken refuge in several countries,

Considering that their presence in those countries constitutes an economic, financial and social problem, which can be solved only by international collaboration ;

Suggests that the Council should nominate a High Commissioner to negotiate and direct such collaboration, and particularly to provide, as far as possible, work for the refugees in all countries which are able to offer it ;

Requests the Council of the League of Nations to invite States and, if it thinks it advisable, private organisations best able to assist these refugees to be represented on a Governing Body of which the duty will be to aid the High Commissioner in his work, the High Commissioner having

to submit periodical reports on the development and fulfilment of his task to the said Governing Body, which would forward them to the States likely to be able to assist in the action contemplated;

Suggests further that the expenses of this collaboration and of the High Commissioner's office should be defrayed by funds contributed voluntarily from private or other sources,

Recommends to the Council that, in accordance with Article 33, paragraph 2, of the Regulations for the Financial Administration of the League, it should approve that a sum not exceed 25,000 francs should be advanced to the High Commissioner from the Working Capital Fund, it being understood that this advance will be refunded to the League out of the funds placed at the disposal of the High Commissioner,

Is convinced that all Governments will assist the High Commissioner to the best of their abilities in the tasks defined above, with this object, the present resolution will be communicated to States Members and to non-members of the League,

Finally, the Assembly expresses the firm hope that private organisations will collaborate in every way with the High Commissioner for the success of this relief action

(ii) *Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees:*

**The Assembly,**

Having considered the report of the Governing Body of the Nansen International Office for Refugees on the important assistance given during the past year to thousands of Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish refugees.

Thanks the organs of the Office for the humanitarian and economic services they have rendered, and for the important contribution they have thus made to political and social stability;

Requests the Nansen International Office to continue its study of the question of the possibility of the transfer to Erivan of Armenian refugees;

Notes with satisfaction the steps taken by the Office, in close co-operation with the Inter-Governmental Advisory Commission for Refugees, to prepare a draft Convention for ensuring the protection of refugees;

Urges the Inter-Governmental Conference which has been summoned for the purpose of examining that draft Convention to give the most sympathetic consideration to the recommendations contained therein,

In view of the growing difficulty of settling certain classes of refugees in Europe:

Invites immigration countries which are desirous of developing their territories to co-operate with the Office in settling refugees suitable for those territories,

Recognising the dangers to which expelled refugees are exposed, and the difficulties caused to the countries to which they proceed.

Repeats its earnest appeal to Governments not to expel refugees before they have obtained formal permission to enter an adjacent country,

Invites the Council to take the necessary action to give effect to this resolution;

And confirms its approval of the figure of 300,000 francs for the year 1934 contained in the liquidation plan adopted by the Assembly at its twelfth ordinary session.

## 2. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

### I.—The Assembly

Expresses its warm appreciation of the results achieved in the campaign against the traffic in narcotic drugs by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs and by the Permanent Central Opium Board;

Welcomes the entry into force of the Convention for the Limitation of Manufacture and the constitution of the Supervisory Body provided for by this Convention, and issues an urgent appeal to the Governments not yet parties to the Convention to ratify or adhere to it as soon as possible, in order that it may produce its full effects;

Draws the attention of the Powers signatory to the Bangkok Agreement to the importance of ratifying this agreement with the least possible delay in order to bring it into force, and invites them to give effect, as they have begun to do, to the recommendations of the Bangkok Conference;

Invites the Governments to consider forthwith the draft Convention for the Suppression of the Illicit Traffic, the purpose of which is to combat the international organisation of the illicit traffic by means of an international organisation for prevention and punishment;

Emphasises the need for a thoroughly adequate preparation of the proposed Conference for the Limitation of Raw Materials, which it considers more necessary than ever, in view of the extension of clandestine manufacture, and expresses the desire that a first step should be taken by the conclusion of a limitation agreement confined to the producing countries concerned;

Takes note of the report submitted by the Fifth Committee and adopts the resolutions and the conclusions of the report.

II.—Noting that, in conformity with the Council decision of May 26th, 1933, the Secretary-General communicated to the Governments a draft international Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, together with a memorandum drawing their immediate attention to the importance and urgency of adopting this draft Convention,

Noting that, in conformity with the procedure to be followed in the negotiation of all general Conventions under the auspices of the League of Nations adopted by the Assembly on September 25th,

1931, the preliminary draft Conventions and the observations of Governments should be communicated to the Assembly, which shall decide whether the subject appears *prima facie* suitable to the conclusion of a convention, in which case the Council shall arrange for the preparation of a new draft convention on the basis of the replies received and shall undertake a second consultation of Governments in regard to the next text.

Considering that, in these conditions, the replies of the Governments could not be submitted to the Assembly until its session in September 1934, and that the second consultation would thus be considerably delayed;

The Assembly,

Desirous of facilitating the adoption of the said draft Convention, the urgency and importance of which have been emphasised by the Advisory Committee and the Council, and having regard to the preamble to the Assembly resolution of September 25th, 1931, relating to procedure, which enables the Assembly and Council to adopt more appropriate methods when special circumstances render this desirable;

Requests the Assembly to delegate to the Council its right of deciding whether the draft Convention should be taken into consideration with a view to the conclusion of a Convention and of proceeding to the second consultation, without prejudice to the final decision of the Assembly as to the advisability of concluding the said Convention and convening a conference in accordance with paragraph 5 of the aforesaid resolution

### 3. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

#### (i) *Traffic in Women and Children*

The Assembly:

Wishes again to place on record its recognition of the importance of the campaign against the traffic in women and children and its appreciation of the services rendered by the Advisory Commission dealing with this work;

Draws the attention of the Governments concerned to the report of the Commission of Enquiry on Traffic in Women and Children in the East and expresses its gratitude to the New York Bureau of Social Hygiene, which supplied the funds necessary to the investigation,

Welcomes the decision that has been taken to hold a special conference for the adoption of the draft Convention for the Suppression of Traffic in Women of Full Age procured in one country, even with their consent, for immoral purposes to be carried out in another country,

Invites the Governments to continue their efforts for the suppression of the traffic in women and children.

#### (ii) *Child Welfare.*

##### I.

The Assembly,

Desiring to emphasise the importance of efforts to protect children and young people from the consequences of the economic depression and unemployment, considers that it would be desirable, with a view to future practical action, for the Child Welfare Committee to study, in conjunction with the International Labour Office, and bearing in mind the statements made in the course of the discussion, the experiments made by certain countries.

##### II.

Recognising the need of centralising information relating to the various aspects of child welfare, recommends that the social work of the League in this field be facilitated

##### III.

In view of the exceptional importance of the questions submitted to the Child Welfare Committee, recommends that, as soon as circumstances permit, that Committee should be provided with the funds it requires in order to develop its activities

#### (iii) *Traffic in Women and Children.*

The Assembly,

Having taken note of the answers of the Governments on the draft Convention for the Suppression of Traffic in Women of Full Age, and of the statements on the Convention made by delegates in the Fifth Committee;

Considering that the great majority of Governments which have submitted observations on the draft Convention are in favour of holding, during the present session of the Assembly, a Diplomatic Conference for the purpose of drawing up for signature the final text of the Convention for the Suppression of Traffic in Women of Full Age:

Decides to convoke this Diplomatic Conference during its present session.

(iv) *Re-organisation of the Advisory Commission for the Protection and Welfare of Children and Young People*

## I.—The Assembly,

Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly,

Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed,

Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a "documentation centre," a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation.

II.—The Assembly considers that the budget of the Advisory Commission for the Protection and Welfare of Children and Young People is not sufficient to enable that important body to deal with the duties devolving upon it in the present difficult circumstances which entail the gravest dangers for children, and recognises the need for increased funds as soon as this may be possible.

## 4. SLAVERY.

## The Assembly

Notes the information communicated by a number of Governments regarding the progressive abolition of slavery, in accordance with the Assembly resolution of September 25th, 1926, and embodied in the Council's annual report;

Whereas, under the terms of the Assembly resolution of October 12th, 1932, the Advisory Committee of Experts on Slavery cannot enter upon its special duties until it has drawn up its rules of procedure and they have received the sanction of the Council;

Whereas the appropriation made in the budget for the financial year 1934 will enable the Committee to hold, in the course of that financial year, the single meeting devoted to framing the said rules of procedure,

Whereas the Assembly is anxious both to expedite the execution of the programme laid down by the 1932 Assembly and to hasten as much as possible the examination of the material to be forwarded by Governments,

## The Assembly

Hopes that the Council will proceed as soon as possible, in pursuance of its resolution of January 24th, 1933, to set up the Advisory Committee, and will convene the same at a date early enough for the rules of procedure to be approved at the Council session in January 1934;

Decides that the Committee of Experts shall hold its first biennial session in 1935, and shall devote it to the study of the material to be forwarded by Governments;

And accordingly requests the Secretary-General to make the necessary appropriation for that session in the draft budget for the year 1935.

## 5. STANDARD MINIMUM RULES FOR THE TREATMENT OF PRISONERS.

The Assembly adopts the report of the Fifth Committee on penal and penitentiary questions

## IV. Technical Organisations.

## 1. WORK OF THE HEALTH ORGANISATION

## The Assembly:

Values highly the results obtained in the Health Organisation's various fields of work,

Attaches special importance to the work accomplished by that Organisation, particularly as regards the campaigns against malaria, tuberculosis, diphtheria and infant mortality, as well as in connection with biological standardisation,

Is gratified at the increasing importance of the part played by the Eastern Bureau in the prevention of pestilential diseases,

Notes with satisfaction that the countries which have requested the Health Organisation's technical collaboration have received all the assistance which they desired;

Takes note of the report which has been submitted on the work of the Health Organisation, and approves the general work carried out by that Organisation since the last session of the Assembly.

## 2. ECONOMIC AND FINANCIAL QUESTIONS

The Assembly approves the report submitted to it by the Second Committee on the Economic and Financial Work of the League of Nations

## 3 WORK OF THE COMMUNICATIONS AND TRANSIT ORGANISATION BETWEEN THE THIRTEENTH AND FOURTEENTH ORDINARY SESSIONS OF THE ASSEMBLY.

## The Assembly:

Takes note of the work done by the Communications and Transit Organisation between the thirteenth and fourteenth ordinary sessions of the Assembly

Expresses its lively satisfaction at the fact that the Communications and Transit Organisation, while carrying on its work under the conditions and in accordance with the methods already approved by the Assembly, is continuing, within the limits of the resources at its disposal, to render to the Members of the League the important services which the latter expect of it;

Recalls its statement at its thirteenth session that it attaches special importance to the work done by the Committee of Enquiry on Questions relating to Public Works and National Technical Equipment;

Refers to the discussions in the Second Committee on the question of public works, including national public works, and to the resolution adopted by the Second Committee with regard to the appointing and convening as soon as possible of the Committee which the Monetary and Economic Conference decided to set up to study the problem of public works and other means for reducing unemployment;

Adopts the report on the work of the Communications and Transit Organisation between the thirteenth and fourteenth ordinary sessions of the Assembly, submitted to it by the Second Committee.

## V. Administrative Questions.

### MANDATES.

The Assembly,

Having taken note of the work accomplished by the mandatory Powers, the Permanent Mandates Commission and the Council in regard to the execution of Article 22 of the Covenant:

(a) Renews the expression of confidence in them voted by the past sessions of the Assembly, expresses its appreciation of the results secured and its hope that the spirit of co-operation which inspires their work will enable them to achieve further progress along the lines indicated by the principles on which the mandates system is founded;

(b) Expresses the hope that the native populations of the mandated territories may to the utmost possible extent be spared the consequences of the economic depression and notes that this object has been secured in one of these territories through the efforts of the mandatory Power with the co-operation of the population concerned.

## VI. Intellectual Co-operation Organisation.

The Assembly,

After taking note of the report of the International Committee on Intellectual Co-operation on its fifteenth session:

(1) Fully shares the views expressed by the Council in its resolution of September 22nd, 1933, as to the value of the work performed by the Intellectual Co-operation Organisation during the past year, and expresses its gratification at the excellent results of the work of the Plenary Committee, of the various Committees under it and of the International Institute of Intellectual Co-operation.

Wishes to emphasise the importance of the method of exchanges of correspondence and the value of the "conversations," such as that held at Frankfurt on Goethe and at Madrid in May, 1933, regarding the future of civilisation;

Trusts that this experiment will be continued;

(2) Fully recognises the value to the League itself of disinterested studies based on a spirit of scientific impartiality, such as those carried out with regard to State intervention in economic life, approves the continuation of this work and the execution of the plan adopted by the International Committee on Intellectual Co-operation on Professor Shotwell's proposal for the co-ordination of studies in the field of social and political sciences;

(3) Approves the programme of work for 1933-34 based on the resolutions of the Committee on Intellectual Co-operation and the Sub-Committee of Experts on the Instruction of Youth.

(4) Requests the Governments to assist the Committee in carrying out its lofty task by supporting those organisations and persons who in the various countries are helping to carry out the programme;

(5) of Gover  
heavily  
contemporary culture;

Intellectual Co-operation drawing the attention  
budgetary restrictions weighing particularly  
h organisations might have on the level of

(6) Adopts the Committee's resolution concerning the preliminary draft Convention on mutual assistance between Governments with a view to the return of works of art illicitly removed from the respective national artistic heritages;

Requests the Secretary-General to transmit this preliminary draft to the Governments for their observations;

(7) Recommends to the various Governments the proposal of the International Museums Office that an International Historical Monuments Commission be set up;

(8) Requests the Secretary-General to draw the attention of States signatories to the Rome Act of June 2nd, 1928, which have not yet ratified it to the importance of the prompt application of that Convention;

(9) Congratulates the Intellectual Co-operation Organisation on the action taken by it in pursuance of the resolution of the twelfth Assembly regarding the study of the international aspects of broadcasting, considers that the work in progress is of real value, thanks the broadcasting undertakings and the International Broadcasting Union for their assistance, and trusts that the Institute of Intellectual Co-operation will shortly be in a position to submit to the Governments, as a basis of discussion, the draft text contemplated by the Committee on Intellectual Co-operation;

(10) Approves the addition by the Intellectual Co-operation Committee of atlases and dictionaries to the list of books to which the procedure laid down in the "Casares Resolution" on the revision of school text-books (1932 text) will be applicable;

(11) Notes the proposals relating to moral disarmament framed by the International Committee on Intellectual Co-operation and, considering their great importance and practical scope, asks the Conference for the Limitation and Reduction of Armaments to use them, as far as possible, as a basis in establishing the final texts to be adopted.

## VII. Organisation of Peace.

### CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE

The Assembly,

Having learnt with great satisfaction that the Government of the Spanish Republic has convened a Press Conference to be held at Madrid on November 7th next to formulate concrete proposals to give effect to some of the principal suggestions offered by the Press organisations during the enquiry into the problem of the spread of false information which may threaten the peace of the world and the good understanding between nations,

Wishes this Conference every success and expresses the hope that the next Assembly will be able to note its satisfactory results;

And renews its recommendation that the Secretariat should continue to devote its attention to the development, by all the means at its disposal, of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations.

## VIII. Work of the Commission of Enquiry for European Union.

The Assembly,

After consulting its General Committee as to the procedure to be followed in connection with Item 12 of the agenda of this session (Commission of Enquiry for European Union):

Notes that circumstances have made it impossible for this Commission to meet since the last session;

Decides, under these conditions, to renew for twelve months the term of office of the Commission of Enquiry for European Union and to include forthwith the report of this Commission in the agenda of its next session.

## IX. Budgetary and Internal Organisation Questions.

### 1. FINANCIAL QUESTIONS.

1 The Assembly, in virtue of Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the fourteenth financial period, ending on December 31st, 1932.

2 The Assembly,

In virtue of Article 17 of the Regulations for the Financial Administration of the League of Nations:

Passes for the financial period 1934 the budget of the League of Nations to the total sum of 30,827,805 francs;

And decides that the aforesaid budget shall be published in the *Official Journal*;

3 The Assembly, in conformity with the recommendation of the Committee on the Allocation of Expenses, maintains at ten the number of units assigned to Turkey.

4 The Assembly adopts the conclusions of the various reports of the Supervisory Commission, submitted for its consideration.

5 The Assembly:

Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1933;

Adopts the accounts of the Fund as submitted by the Auditor;

Decides that the pensions of members of the Fund who contribute to the Fund in currencies depreciated in relation to the Swiss franc, shall be paid in the currency in which they receive their pensionable emoluments;

And decides, having regard to Article 7, paragraph (1) (a), of the Staff Pensions Regulations, that the contributions of the League to the Pensions Fund for 1934 shall be 9 per cent. of the pensionable emoluments of the members of the Fund.

6 The Assembly appoints for the period ending on December 31st, 1936, as regular members of the Supervisory Commission:

His Excellency M. Stefan Osuský,  
M. Jean Réveillaud.

7. The Assembly appoints for the period ending on December 31st, 1936, to the Administrative Board of the Staff Pensions Fund :

(1) As regular members :

M. C. Fotitch,

M. A. Hoel,

M. W. Rappard.

(2) As substitute members :

Mr. Sean Lester,

M. Jean de Modzelewski,

M. C. Parra Pérez,

8. The Assembly adopts the present report of the Fourth Committee.

## 2. CONTRIBUTIONS IN ARREARS

The Assembly :

Notes with regret that the amount of unpaid contributions has once more increased this year ;

Appeals to the States having arrears to make every effort during the coming year to liquidate part, if not the whole, of these arrears and at least to pay their current contributions to the League ;

Considers that, unless the situation has distinctly improved during the course of the next year, the Assembly will be obliged to study measures of a general character to enforce the fulfilment by certain States of their financial obligations to the League ,

Decides, as a mark of sympathy for the Dominican Republic, which is still suffering from the effects of the great disaster of 1931, to excuse the payment of the contributions for that year ;

Requests the Secretary-General to continue his efforts for the recovery of arrears and to report to the Assembly at its next ordinary session.



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THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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VOL. XIII., No. 11.

NOVEMBER, 1933.

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Disarmament Conference.

Chaco Commission.

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XIII., No. II.

NOVEMBER, 1933.

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

November, 1933.

The activities of the League of Nations during the month of November included meetings of the Bureau of the Conference for the Reduction and Limitation of Armaments, of the Committee of the Council dealing with the settlement of the Assyrians of Iraq, of the Economic Committee, of the Health Committee, of the Permanent Mandates Commission, and of the Advisory and Technical Committee for Communications and Transit.

The Bureau of the Disarmament Conference, in order to render possible a second reading by the General Commission of the draft Convention submitted by the United Kingdom delega-

tion, has instructed rapporteurs and two special Committees to revise the texts previously discussed. The meeting of the General Commission has been postponed to January, 1934. The Bureau has also recommended the Powers specially interested in the problem of disarmament to narrow existing political divergences by proceeding to an exchange of views through the ordinary diplomatic channels.

The Commission instructed to seek a solution on the spot of the dispute between Bolivia and Paraguay has constituted itself at Montevideo, and has visited Paraguay and the Chaco before proceeding to Bolivia.

The negotiations between Colombia and Peru recommended by the Council in its resolution of March 18th, 1933, have been opened at Rio de Janeiro

The Committee of the Council dealing with

the settlement of the Assyrians has agreed with the Government of Iraq as to the steps to be taken in order to prepare for the transfer of the Assyrians desiring to leave Iraq.

## II.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

The General Commission of the Conference for the Reduction and Limitation of Armaments on October 26th authorised its Bureau to take such steps as were appropriate in view of a second reading of the draft Convention submitted by the United Kingdom delegation, to take place on December 4th on the basis of a revised text brought up to date.\*

The Bureau, in conformity with this decision, met on November 9th and November 11th under the chairmanship of Mr. Henderson.

The Bureau, after a small committee† had considered the questions of procedure which had arisen, decided that the various parts of the draft Convention should be revised as follows:

For the articles relating to security (non-resort to force, definition of aggressor, Article 6, concerning security in Europe) M. Politis, Vice-President of the General Commission, was asked to act as rapporteur.

For effectives, a Committee was constituted consisting of members of the following delegations: the United Kingdom, the United States of America, France, Hungary, Italy, Poland, the Netherlands, Sweden, the U.S.S.R., Yugoslavia. M. Westman (Sweden) was appointed Chairman and rapporteur of this Committee. It was understood that the Committee would be able to refer certain aspects of the problem submitted for its consideration to a Sub-Committee as, for example, the question dealt with in Chapter 2 of Part II (Organisation of the armed forces of continental Europe).

For questions concerning land material, M. Benes, rapporteur of the General Commission, was appointed rapporteur. It was understood that he would also deal with the question of the duration of the Convention.

For naval armaments M. Moresco, Chairman of the Naval Commission, was appointed rapporteur ‡

\* See Monthly Summary, Vol. XIII, No. 10, page 208.

† The delegation of the United Kingdom submitted that it would forward to M. Moresco certain suggestions arising out of the negotiations which it had previously conducted in regard to this problem

For air armaments (universal abolition of bombardment from the air and questions relating to civil aviation) M. Lange (Norway), Vice-Chairman of the Air Commission, was appointed rapporteur.

For the manufacture of arms and the traffic in arms, M. Komarnicki (Poland), formerly rapporteur of the Special Committee, was appointed rapporteur.

For the part of the draft convention dealing with the exchange of information, the delegation of the United Kingdom announced that it would do its best to submit in summary form the text of articles dealing with this subject.

For the general provisions of the draft Convention (Permanent Disarmament Commission, supervision and guarantees of execution) a small Committee was asked to prepare certain additional articles concerning the immediate entry upon its duties of the Permanent Disarmament Commission, the constitution of commissions of control, and the problem of periodic automatic control, including the matters to be covered by such control.

This Committee consisted of the representatives of the Argentine, Belgium, the United Kingdom, Spain, the United States, France, Italy, Japan, Norway, Poland, Turkey and the U.S.S.R. The Committee co-opted later the delegates of Austria and Roumania.

M. Bourquin (Belgium) was appointed as Chairman and rapporteur.

Finally, it was decided that the question of the guarantees of execution of the provisions of the Convention should first be studied by the President of the Conference.

On these decisions being taken, the representative of Italy, M. di Soragna, said that he felt bound to express some doubt as to the desirability of continuing the discussions at that moment, whether in Committees or in conversations with the rapporteurs. He announced that in these circumstances the Italian experts in the Committees would confine themselves more particularly to acting as observers.

The President emphasised that the task entrusted to the Committees and rapporteurs was not of a purely technical character, and

that it should be regarded as of the most serious importance.

The two Committees on Effectives and General Provisions began their work on November 13th. Their work will continue during the month of December.

On November 15th the President of the Conference, after consulting M. Politis, Vice-Chairman, and M. Benes, rapporteur of the General Commission, informed members of the Commission that the rapporteurs appointed by the Bureau were confronted with difficulties which did not seem capable of solution until certain political problems had been settled. The rapporteurs, moreover, could only frame their reports after having consulted the heads of the delegations.

On November 16th the heads of several delegations, in particular Sir John Simon (United Kingdom) and M. Paul-Boncour (France), announced that they would be arriving immediately in Geneva.

On November 19th, 20th and 21st the representatives of the United Kingdom, the United States, France and Italy, with the rapporteur,\* made a detailed study of the situation, with the assistance of the President.

All were of opinion that it was necessary to make a supreme effort to establish a convention. In respect of the methods by which a convention might be established, the delegations consulted agreed upon certain suggestions which the President submitted to the Bureau on their behalf on November 22nd.

Mr Henderson announced that, in the opinion of the delegations consulted, it did not seem desirable that he should convene the General Commission for December 4th in order to embark upon a second reading of the draft Convention. The differences of opinion which still existed upon certain important political questions were too serious for a discussion to be undertaken in the General Commission with any substantial chance of success. An adjournment of the General Commission until January, 1934, therefore, seemed to be necessary, it being understood that the precise date would

be fixed later by the President, in consultation with the Vice-President and the rapporteur.

The delegations consulted did not think, moreover, that if the Bureau approved this proposal for an adjournment, it would be necessary to convene the General Commission in order to confirm that decision, in view of the powers which the Commission had accorded to the President in this connection on October 26th.

In regard to the methods to be followed with a view to making progress on important questions, it seemed that the work of the Conference would best be assisted by parallel and supplementary efforts between the various States, and the full use of diplomatic machinery. It would be understood that these efforts would be at once undertaken with energy, with a view to advancing in every possible way the work which lay before the General Commission, and that the Governments would keep the President informed of their efforts and report to him on their final results.

In regard to the work of the various Committees, the President, after consulting the Vice-President, the rapporteur and the Secretary-General, as well as the Chairman of the Committees themselves, will decide how far their work might in the meantime be carried forward.

The Bureau, without discussion, approved the proposals submitted by the President.

\* \* \*

The Technical Committee of the Commission on National Defence Expenditure has concluded the drafting of the articles of the Convention and the necessary annexes intended to give effect to the decision of the General Commission in favour of the principle of controlled publicity in respect of national defence expenditure.

\* \* \*

The Committee on Moral Disarmament has agreed upon the texts relating to the questions connected with intellectual co-operation, and intended, subject to the consideration and decision of the General Commission, to be embodied in the draft Convention.

### III.—POLITICAL QUESTIONS.

#### I. DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

On October 27th the Committee instructed by the Council to follow the dispute between Bolivia and Paraguay replied to observations

of the Government of Bolivia concerning the instructions of the Chaco Commission.†

The European members of the Commission left Villefranche and Barcelona on October 19th

\* The Vice-President, M. Politis, had been unable to come to Geneva.

† See Monthly Summary, Vol. XIII., No. 10, page 212.



and 20th, and reached Rio de Janeiro on October 31st. M. de Mello Franco, Minister for Foreign Affairs of Brazil, communicated to them a copy of the documents which the Governments of the Argentine, Brazil, Chile and Peru had exchanged with the Governments of Bolivia and Paraguay as a result of the proposal for intervention made on August 3rd by the Council of the League of Nations, which the Argentine, Brazil, Chile and Peru had, on October 1st, been obliged finally to decline.\*

The Commission constituted itself at Montevideo on November 3rd, and elected as its Chairman M. A. del Vayo, Ambassador of Spain.

On November 4th the Minister for Bolivia in Uruguay informed the Chairman of the Commission that his country was fully disposed to submit its dispute with Paraguay to the authority of the League of Nations, on the understanding that the League had solely in mind the restoration of peace either by an honourable and agreed settlement or by arbitration, adopting in the latter event a procedure compatible with the respect due to the principle of national sovereignty.

Bolivia had previously proposed, in particular, that the Commission should endeavour to seek a direct solution of the dispute and, in the event of such a solution proving impossible, should consider the delimitation of the zone which was to be the subject of arbitration. The Government of Bolivia, provided the action of the Commission was exercised within these limits, agreed to participate and to appoint its representatives for this purpose. Bolivia, on the contrary, could not agree to any action of a judicial character which the Commission might endeavour to exercise, either on its own initiative or in virtue of instructions received from the League of Nations. Bolivia could only participate in peace negotiations which were based on a respect for the liberty of each nation, subject to the friendly authority of the League of Nations. Bolivia, with a view to determining its attitude, desired to be informed of the instructions and immediate programme of work of the Commission.

The Commission replied on November 6th with an assurance that it would fulfil the instructions which it had received with scrupulous respect for the national sovereignty of Bolivia and Paraguay within the framework of the League of Nations. The Council, on July 3rd, in a report unanimously adopted, had

instructed the Commission to fulfil its task by considering it as a whole, according to the best possible method, in the light of the situation which it found on the spot and with a view to ensuring a rapid and permanent settlement of the dispute.† The Commission thought it desirable to begin its work with an examination of the situation, and desired at once to get into direct touch with the Governments of the two countries concerned and to visit the two countries with that object in view. Dr. Galeano, assessor of the Republic of Paraguay, had already intimated that his Government desired the Commission to visit Paraguay as soon as possible, and had asked for an opportunity to make a statement to the Commission. That statement had been heard the same day.

The Commission was not unaware of the difficulties of the task which it was asked to fulfil, and it intended to undertake that task in a friendly spirit and with a sincere desire to co-operate. It hoped that these difficulties would be overcome if the two countries extended to it their cordial sympathy and were prepared to assist it unreservedly.

The Commission, on November 11th, received from the two Governments of Bolivia and Paraguay an assurance of their cordial goodwill, and left Montevideo for Buenos Aires, whence it proceeded to Asunción.

The Commission, after having stayed for two weeks in Paraguay, and visited the region of the Chaco, left Asunción on December 1st for Bolivia. The Government of Bolivia has appointed as Assessor to the Commission M. Gutierrez.

## 2. DISPUTE BETWEEN COLOMBIA AND PERU

The negotiations between the Governments of Colombia and Peru, which are taking place under the second of the resolutions adopted by the Council on March 18th and accepted by the parties on May 25th,‡ have been opened at Rio de Janeiro.

The delegations of Colombia and Peru have appointed as Chairman M. de Mello-Franco, Foreign Minister of Brazil.

## 3. MEASURES RESULTING FROM THE NON-RECOGNITION OF MANCHUKUO

The Advisory Committee appointed by the Assembly in June, 1933, to follow the situation in the Far East, forwarded, through the Secretary-General, to the Members of the League, and to States non-Members of the League to

† See Monthly Summary, Vol. XIII., No. 7, page 163.

‡ See Monthly Summary, Vol. XIII., No. 5, page 105.

\* M. de Mello Franco communicated the text of these documents to the Secretary-General of the League of Nations in a letter dated October 27th.

whom the report on the Sino-Japanese dispute had been transmitted, a Circular Letter relating to the measures resulting from the non-recognition of Manchukuo.\*

The following is a summary of the communications received up to the present regarding this Circular Letter

In a covering letter addressed to the Governments participating in the work of the Advisory Committee† the Secretary General emphasised that these Governments, in the absence of any indication to the contrary, would be regarded as having adopted the measures recommended.

The Government of Mexico has explicitly intimated its agreement. The Government of the United States of America has declared that its attitude towards the principle of non-recognition remains unchanged, and that it associates itself with the conclusions of the Advisory Committee and the procedure suggested by the Committee, except in regard to a few points of detail.

Of the States Members of the League not represented on the Advisory Committee the Governments of Cuba, Haiti, Nicaragua and Venezuela have informed the Secretary-General that they have taken note of the measures recommended by the Circular Letter, or that they are proceeding to consider them.

The Government of India has announced that it is prepared to associate itself with the attitude adopted by the Government of the United Kingdom.

The Government of Siam has declared that, as there are no direct relations between Siam

and Manchuria, it is not immediately interested in the measures proposed.

Finally, so far as the States non-Members of the League are concerned, the Egyptian Government has intimated that it accepts the views embodied in the Circular Letter, and will not fail, if necessary, to concert with Members of the League as to its attitude in this connection.

#### 4 SECURITY

The Secretary-General has received from the Government of the Argentine Republic, through the Minister for the Argentine at Berno, the text of a Pact of Non-Aggression and Conciliation, signed on October 10th at Rio de Janeiro, by the Argentine, Brazil, Chile, Mexico, Paraguay and Uruguay.

The Government of the Argentine Republic, in this communication, recalled that last year, when it had proposed a draft South-American Pact of Non-aggression and Conciliation, the President in Office of the Council, M. de Valera, had, on behalf of the Council, emphasised the importance of an initiative which tended to ensure peace on the American continent, disturbed by the Chaco dispute.

The Government of the Argentine Republic expressed the hope that the Pact of Non-aggression and Conciliation would be examined by the Council and, if necessary, studied by the Committee which had been instructed to bring the Covenant into harmony with the Pact of Paris.

The communication of the Argentine Republic has been forwarded to the Members of the Council, and the question placed on the agenda of its forthcoming session.

### IV.—TECHNICAL ORGANISATIONS.

#### 1 HEALTH ORGANISATION.

##### *Meeting of the Health Committee †*

The Health Committee met from October 26th to November 1st.

*Public Health during the Depression*—The Health Committee noted the work of the Conference of Experts for the safeguarding of public health during the depression. This Conference met under the chairmanship of M. Cahen-Salvador, Counsellor of State, in

\* See Monthly Summary, Vol. XIII, No. 6, page 142.

† Belgium, France, Guat. Italy, Mexico Poland, Port Turkey, the U. America.

‡ See Monthly Summary, Vol. XIII, No. 10, page 229.

Paris. The Conference was organised jointly by the Health Organisation and the International Labour Office. It has framed a report (published as the Quarterly Bulletin of the Health Organisation for June, 1933) which deals with the appropriate methods of protecting public health against the effects of the financial restrictions due to the crisis. The Conference drew up recommendations as to the methods best calculated to ensure the maximum result from the resources available. It also framed an appeal to public opinion which should be made to feel the serious nature of the possible effects of the crisis on the health systems of the various countries.

The Committee decided to forward this report, with the appeal and recommendations attached to it, to the national public health

administrations Further, it invited the Medical Director to continue the study of certain questions raised in the report

*Inquiry into Food Conditions among the Unemployed.*—Inquiries into food conditions among the unemployed are in progress or in preparation in various countries. The Health Committee decided last year to make an attempt to establish contact between the authors of these inquiries, so that they might agree as to the best method of appraising the state of nutrition of the individual, using for the purpose a clinical examination of a definite standard type.\* Experts appointed by the Health Organisation and the International Labour Office were, therefore, convened to meet in conference at Berlin in December, 1932, to study the most suitable methods of detecting cases of malnutrition. The report contains a scheme of social inquiry and clinical examination which is already in process of application in Austria, Belgium, Czechoslovakia, Hungary, the Netherlands, Poland and the United States of America.

The Health Committee noted the report of the Conference and asked the Director of the Health Section to follow the inquiries at present in progress

*Medical Education.*—The inquiry into medical education was undertaken by the Health Committee at the request of the Government of China. Detailed information has been collected, and the Health Committee in 1932 considered that the time had come to make use of these data and to frame a report on present tendencies in medical education. This report was submitted to the Committee during the recent session. The Committee noted the report and asked the Medical Director to communicate it to the groups which, in various countries, are dealing with the reform of medical education

*Study of Pallagra.*—The Health Committee recently recommended that a study of pallagra should be undertaken as an index to the state of nutrition of the population. The observations collected on the subject in Roumania by the Health Section, with the assistance of the Roumanian health administration, have made it possible to take steps with the object of establishing an experimental centre for investigating suitable methods of pallagra prevention. The Health Committee has asked the Medical Director to provide such technical assistance as may be desirable with a view to carrying this scheme into effect.

*Inquiry into the Results of Radiological Treatment of Uterine Cancer.*—An inquiry has been

in progress since 1930 in a large number of institutes and clinics of twenty-eight countries into the results of the radiological treatment of uterine cancer. Certain differences of opinion have been expressed with regard to the methods to be used in the final analysis of individual case records. The Health Committee accordingly suggests that advantage should be taken of the International Radiological Congress, to be held in Zürich in July, 1934, to convene a conference on this subject

*Inquiry into the Treatment of Syphilis.*—The international inquiry into the treatment of syphilis has resulted in the collection of some twenty-six thousand clinical cases from institutions treating the disease in five different countries. The analysis of these cases will be finished by the beginning of 1934, and the Health Committee recommends that in 1934 the Commission of Experts for the study of Syphilis and cognate subjects should be convened with the object of examining the result of the inquiry.

*Inquiry into Malaria.*—The Health Committee considered a report from the Chairman of the Malaria Commission, Dr. Lutrario, on the work of the Commission since 1932. The Commission since that date has made considerable progress in co-ordinating researches undertaken in various countries on the basis of a programme which the Commission had itself established. More particularly the Commission has been dealing with the question of the drugs likely to ensure effective treatment at less cost than quinine, and the question of malaria in deltas. The results of this work have been published in the Quarterly Bulletin of the Health Organisation, which contain reports on the cure of malaria, on malaria as affected by domicile, and malaria in deltas. The Committee adopted and approved these results—a programme of work for next year.

*Narcotic Properties of certain Drugs.*—The Advisory Committee on Traffic in Opium recently asked the Health Committee for advice as to the narcotic properties of pills sold in the Far East under the name of anti-opium pills. Professor Knauff-Lenz has studied the composition and effects of these pills, and has succeeded in extracting heroin from them. The Committee decided to forward his report to the Committee on the Traffic in Opium and other dangerous Drugs.

The Health Committee, at the request of the Advisory Committee on Traffic in Opium, recently asked a Committee under the chairmanship of Professor van Itallie to study the unification of present methods of titrating

\* See Monthly Summary, Vol. XII., No. 12, page 231.

morphine in various kinds of opium. This Committee, after two years of laboratory work, has established a method of titration which it recommends for international adoption. The Health Committee adopted its report and decided to forward it to the Opium Advisory Committee, so that particulars of the method in question may later be forwarded to the Governments.

Finally, the Committee drew up a list of preparations which, in its opinion, should be brought under the system of control provided by the Convention of 1925, and to which the provisions of the Limitation Convention of 1931 apply.

*Standardisation of Vitamins*—The International Conference for the standardisation of vitamins, held in 1931, fixed a period of two years for the validity of certain provisional vitamin standards. The Health Committee, now that the time has come to revise the work of the Conference in the light of the scientific progress and practical experience of recent years, has decided to convene in 1934 a second Conference for the Standardisation of Vitamins. There will probably be held in the same year a meeting of the Permanent Biological Standardisation Commission, which will examine certain questions relating to the international standard sera, vaccines, and biological products already adopted, or standards whose adoption is under consideration.

Finally, the Health Committee noted with satisfaction that the new international leprosy centre at Rio de Janeiro will begin work in 1934. The establishment of this institution was rendered possible by the generosity of the Government of Brazil and a Brazilian philanthropist, M. Guilherme Guinle. Its administrative organisation is similar to that of the International Institute of Intellectual Co-operation and other auxiliary bodies of the League of Nations.

The Health Committee paid a tribute to the memory of Professor Calmette, Deputy Director of the Pasteur Institute. The Chairman of the Committee, Dr. Madsen, and Professor Léon Bernard recalled the spirit of sympathy and co-operation in which Professor Calmette had participated in the work of the Health Organisation.

## 2. ECONOMIC AND FINANCIAL ORGANISATION

### (a) *Work of the Economic Committee*

The Economic Committee met at Geneva from the 14th to the 17th November, under the chairmanship of M. Stucki (Switzerland).

The short session was almost entirely devoted

to the consideration of questions referred to it for advice by the London Monetary and Economic Conference.

The members of the Committee, however, took advantage of their presence in Geneva to exchange views regarding the development of the crisis and the world situation. Two principal and contradictory tendencies were noted in the methods adopted by the various States with a view to ensuring the existence of their populations and to restoring their balance of payments.

First there was the tendency of the States to close their frontiers to imports, even to the detriment of their exports. This autonomous tendency found its extreme expression in certain doctrines of economic nationalism, according to which any purchase made abroad or any tourist journey abroad was regarded as being made to the prejudice of the superior interests of the home country.

Secondly, there was the tendency—whatever method of negotiation might be employed—to seek a remedy for the present difficulties in an increase of exports rather than a systematic and indefinite reduction of imports.

The Economic Committee had no hesitation in coming to a decision as to the relative merits of these two tendencies. Without, however, during its present session, expressing any opinion as to the respective value of the methods which might be adopted to facilitate one or other of these processes, it felt bound once again to emphasise the fatal danger to world economy of a generalisation of the efforts made in various quarters to being about a system of economic autonomy.

### *I Measures to give effect to certain recommendations of the London Conference.*

The Council of the League of Nations, having regard to certain suggestions of the Monetary and Economic Conference of London, decided that a more elastic and a closer connection should be established between the Economic Committee of the League of Nations and the Executive Committee of the Conference, and more particularly with M. Colijn, Chairman of the Economic Commission of the Conference.

The Economic Committee, giving effect to this decision of the Council, and to the requests of M. Colijn, has expressed its views regarding a certain number of questions which the Economic Conference left in suspense.

### (a) *The procedure in respect of the draft veterinary conventions framed by the Economic Committee.*

The London Conference had asked the Council to submit as soon as possible the three

draft veterinary conventions framed in 1931 by a special committee of experts to an international diplomatic conference, and to fix the date of that conference. The three drafts provide (1) for the organisation of veterinary services; (2) for the transit of animals, meat and other products of animal origin; and (3) for the export and import of products of animal origin other than meat, meat preparations, etc.

The Council, while deciding in principle in September last that a veterinary conference should be convened in 1934, had nevertheless asked the Economic Committee for advice as to the desirability of an early convocation of the conference, and on the most appropriate method to bring about international agreement on the questions covered by the three draft conventions.

The Economic Committee was of the opinion that the best method would be to convene a preliminary meeting of the representatives of a limited number of countries whose co-operation seemed to be indispensable, with a view to framing a text for submission later on, either to a universal conference or to a new session of the Monetary and Economic Conference.

#### (b) *Customs Technique*

The Committee dealt with various questions of customs technique, and particularly with a draft international agreement intended to facilitate commercial propaganda, and with a system of international rules to be applied to the notion of weight (gross and net), and to the system of fares and packing.

The purpose of the first of these drafts is to facilitate commercial propaganda in its various forms by unifying and simplifying as far as possible the formalities rendered necessary by the existence of frontiers. The object of the second draft is to unify and simplify the notions of weight and to establish common rules in regard to fares and packing.

These draft conventions have been prepared by the Secretariat on the basis of work previously undertaken by experts and by the Economic Committee in response to the desire expressed by the London Conference. The London Conference considered that the work of the Economic Committee on customs formalities had sufficiently advanced to permit of the convocation of a special conference at an early date.

The Committee considered that these drafts might usefully be sent for information to the competent administrations, and that a meeting of experts might be convened with a view to establishing an agreement.

#### (c) *Marks of Origin.*

The sub-committee which dealt with this question at the London Conference requested the Bureau of the Conference to take steps with a view to the continuation of its work. The Economic Committee, consulted on this subject, heard various statements made with a view to securing simplification and unification in respect of marks of origin. It considered that in present circumstances it was preferable to postpone the resumption of the work of the sub-committee.

#### (d) *Co-ordination of Production and Sale.*

##### (i) *Foodstuffs.*

*Milk Products*.—The London Conference asked the International Institute of Agriculture at Rome to make a preparatory study of the question of milk products, and Dr Laur was asked by Mr. Colijn to make a preliminary inquiry.

The Economic Committee, to which the results of this inquiry had been submitted, noted the conclusions of Dr. Laur, and in particular his suggestion that a meeting should be convened of the representatives of a certain number of countries to consider the desirability of further action and the methods to be adopted.

##### (ii) *Raw Materials*

*Timber*.—The London Conference appointed a sub-committee to deal with the problem of timber, and the sub-committee decided to adjourn to enable the various countries to consider the possibility of preparing and concluding agreements as to exports of soft timber. The Economic Committee was of opinion that, in view of present circumstances, it was desirable to convene experts belonging to some of the exporting countries before the sub-committee of the London Conference resumed its work.

*Coal*.—The London Conference invited the principal coal-producing countries to endeavour to organise the production of coal on an international basis, and instructed the competent organisation of the League of Nations to follow up the subject. It asked the Council to convene a conference of the principal producing and consuming countries to consider the steps to be taken if the contemplated results had not been achieved within six months.

Information communicated to the Secretariat indicates that the British producers of coal do not for the moment think it possible to take any steps with a view to negotiations between the producing countries.

*Copper*.—The sub-committee which dealt with this question at the London Conference

considered that a meeting might usefully be convened to decide whether an agreement for the limitation of production and the regulation of the sale of this commodity was practicable. The majority of the Governments concerned, whose views were requested, have expressed the view that having regard to the degree of organisation existing in the copper industry it is preferable to leave to the producers themselves any initiative taken with a view to international regulation. The Government of the United States of America is, however, ready to support the proposal for an international agreement relating to production and trade in copper.

## II. Unification of Customs Nomenclature.

The draft unified customs nomenclature prepared by the sub-committee of experts of the League of Nations was sent, in November, 1932, to the Governments Members and non-Members of the League for their consideration and observations. Few replies have so far reached the Secretariat, and the Committee thought it advisable to make representations to the Governments with a view to expediting the consultations to be undertaken with the circles concerned and obtaining their observations as soon as possible.

The Committee, in the light of these observations, would be able to call together the sub-committee of experts, which would be enlarged so as to enable it to consider the situation and amend the original draft.

The Committee emphasised the utility of the draft unified nomenclature, and again recommended it to the attention of the Governments which were contemplating tariff revision. It felt itself all the more justified in making a recommendation of this kind in view of the fact that certain countries had already made use of the nomenclature in revising their tariffs, and because the important international associations of the silk and woollen industries had signified their agreement.

### (b) *Monetary and Economic Conference, Tariff Truce* \*

During the month of November the Governments of Belgium, Brazil, China, Finland, India, Lithuania, Nicaragua, New Zealand and

the United Kingdom successively gave notice of denunciation of the customs truce established by the Agreement of May 12th last.

The Italian Government, without denouncing the truce, has intimated that it must henceforth reserve freedom of action in respect of any measure which it may consider desirable to adopt with a view to safeguarding the vital interests of the country in the matter of tariffs.

## 3 COMMUNICATIONS AND TRANSIT.

### *Meeting of the Advisory Committee.*

The Advisory and Technical Committee for Communications and Transit met on November 29th, under the chairmanship of M. de Ruelle (Belgium).

The following took part in the work of the Committee: M. de Dietrich Sachsenfels (Hungary), M. Silvain Dreyfus (France), M. Herold (Switzerland), Mr. Keane (United Kingdom), M. Hensen (Denmark), M. Yokoyama (Japan), M. Krahe (Spain), M. Krbec (Czechoslovakia), M. Moderow (Poland), M. Nordberg (Finland), M. Sinigaglia (Italy), M. de Vasconcellos (Portugal) and M. Hoo (China).

The following organisations were represented in an advisory capacity: International Labour Office, International Tourist Alliance, the International Association of Automobile Clubs, the International Chamber of Commerce, the Central Commission for Rhine Navigation, the International Elbe Commission, the Permanent Technical Commission for the Danube Waterways, the International Broadcasting Union, and the International Railway Union.

The Committee elected its officers. M. Krahe (Spain) was appointed Chairman, and M. Moderow (Poland) and M. Hoo (China) were appointed Vice-Chairmen.

The session of the Committee continued into the month of December, and a summary of its work will be given in the next number of the *Monthly Summary*.

The Permanent Committee on Inland Navigation met on November 27th, preparatory to the session of the plenary Committee, under the chairmanship of M. Silvain Dreyfus (France), and submitted a report to the plenary Committee.

## V.—PROTECTION OF MINORITIES.

### SITUATION OF THE ASSYRIAN MINORITY IN IRAQ †

The Committee instructed by the Council to consider the settlement of Assyrians of Iraq,

\* See *Monthly Summary*, Vol. XIII, No. 10, page 232.

† See *Monthly Summary*, Vol. XIII, No. 10, page 217.

sitting under the chairmanship of M. Lopez Olivan (Spain), adopted, after having consulted the Government of Iraq, a resolution noting the intention of the Government of Iraq to appoint a local Commission, consisting of an expert in rural settlement, Major Thomson, acting as Chairman, an administrative inspector,

a local official of the Government of Iraq, and the heads of the Assyrian villages concerned

This Commission will explain to the Assyrians the exact meaning of the decision of the Council of the League of Nations providing for the settlement outside Iraq of Assyrians expressing a wish to leave the country. The Commission will, further, inform the populations that a Committee of the Council is actively considering plans with a view to the application of the Council's decision.

As soon as possible after the final determination of the place of settlement, a representative of the Nansen Office for Refugees, appointed by the Office in agreement with the Chairman of the Committee of the Council, will visit Iraq in order to co-operate with the local commission under the following instructions

(a) To ascertain what persons desire to leave the country ;

(b) To take all necessary steps with a view to their departure, such as the liquidation of their property, the participation of those who wish to emigrate in the costs of transport and settlement, the transport of the emigrants from their homes to the harbour selected, etc.

It is understood that detailed reports on the work accomplished will be addressed to the Committee of the Council through the Government of Iraq.

The Committee further examined various proposals for the settlement outside Iraq of all or part of the Assyrian community, and studied the arrangements which should be made with the competent authorities for the transfer of this population.

## VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

### TRAFFIC IN OPIUM.

#### *Seventeenth Session of the Advisory Committee*

The Advisory Committee on Traffic in Opium and other dangerous drugs met at Geneva for its seventeenth session from October 30th to November 9th, 1933 \*

Thus was the first autumn session yet held by the Committee. The Committee will henceforth hold two sessions each year, one in the spring and one in the autumn, the autumn session being specially devoted to reports on seizures and such other special problems as may have arisen since the ordinary spring session. Much of the work of the Committee is now done in Sub-Committees. There are two standing Sub-Committees. One of them deals with seizures and most of the questions relating to the illicit traffic, and the other has been appointed to consider the question of co-operation between China and the Powers which have treaties with that country.

The principal questions considered during the session under review were the illicit traffic in opium and other dangerous drugs, co-operation between China and the Powers, the position in regard to the control of the opium and drug traffic in and with Manchuria, questions arising under the Limitation Convention of

1931, research in connection with the use of prepared opium, and the composition of the Advisory Committee.

*Illicit Traffic*—The Committee noted that the illicit manufacture of drugs, mostly in small secret factories, continued in different parts of the world. The smuggling of cocaine from the Far East to India, which for a time decreased, has suddenly revived. Contraband drugs are still finding their way both from European and Far Eastern ports to America, and new methods are being used by the traffickers to evade control. The traffickers seem, in particular, to be spreading their risks by dividing up the drugs to be smuggled into small lots.

The United States representative on the Committee made an important statement on the use at present made of privately owned airplanes for the smuggling of liquor and drugs on the North-American continent. The United States authorities have, by arrangement with the Canadian Government, instituted patrols along the Canadian border. The Committee recommended that a copy of the statement made by the United States representative should be forwarded to Governments, and that they should be asked to communicate to the League any useful information as to cases of smuggling by air which may have occurred in their territories, and the special measures taken to deal with this new development.

The Committee, on the other hand, noted with satisfaction an improvement in international co-operation and in the general campaign against the illicit traffic.

\* All the members were present except the representatives of Persia, Egypt and Germany. The German representative sent a letter stating that in view of the withdrawal of Germany from the League of Nations he was obliged to resign his membership as a member of the Advisory Committee.

*Co-operation between China and the Treaty Powers.*—The Committee, pending further studies by its standing Sub-Committee on the subject of co-operation between China and the Powers having treaties with that country, formulated a series of recommendations. It asked, in particular, that there should be a regular exchange of information between the Chinese authorities and the foreign authorities in the concessions, settlements and leased territories, both in regard to Chinese nationals implicated in cases concerning narcotics handed over by the foreign authorities to the Chinese authorities, and in regard to foreign nationals likewise implicated in China but amenable to foreign jurisdiction, and reported to the foreign authorities by the Chinese authorities.

It further recommended that similar information should be exchanged in mixed cases in which both Chinese and foreign nationals were implicated.

Moreover, the Commission asked that the Chinese and foreign authorities should furnish precise information as to the laws and regulations concerning the manufacture, import, use and distribution of narcotics applied in the concessions, settlements and leased territories, and as to the laws and regulations applicable in China, both to Chinese and to foreigners; also that information should be given as to the difficulties encountered in enforcing these laws and regulations. The Committee emphasised the danger, for other countries as well as China, arising from the establishment of clandestine drug factories, both in the foreign concessions and in other parts of China, and from the presence in Shanghai and elsewhere of numerous individuals engaged in the traffic. The Committee has prepared a memorandum on this subject and a draft model report intended to enable the Chinese and foreign authorities more easily to furnish this information.

The Committee contemplates the institution of an inquiry on the spot into the conditions in which co-operation between the Chinese authorities and foreign authorities in China is secured, into the difficulties encountered and the remedies contemplated, and finally into the situation arising out of the clandestine manufacture of drugs. The Committee, before taking a decision, nevertheless felt it necessary to consult the Governments of the countries concerned.\*

*Control of the Opium and Drug Traffic in and with Manchuria and Jehol (territory also known*

*as "Manchukuo").*—The Committee considered the bearing on its work of the new situation which has been created in Manchuria and Jehol. Opium has for some time been produced and used in these territories to a large extent, and considerable revenues have been derived therefrom by the authorities. Under the new régime, measures have been adopted and promulgated in official bulletins which appear to have created in effect a government opium monopoly.

The Committee fears that the policy of the new régime in this matter may result in a further extension of the evil in the territories themselves and in the creation of a situation which may prove a menace to other countries. The establishment of clandestine drug factories in the Far East seems inevitable unless adequate measures are taken by the authorities in Manchuria and Jehol. The League is at present not receiving any reports in regard to the traffic from these territories, or any official information as to the situation, and it emphasises, in its report to the Council, the importance of steps being taken to secure the fullest possible information as to the production, sale and use of opium and drugs in these territories, as to the administration and effects of the laws and regulations which have been adopted on this subject, and as to cases of illicit traffic. The Committee further calls the attention of the chief producing and manufacturing countries to the necessity of supervising most strictly any application for the introduction of narcotics into these territories.

*Inquiry into Addiction.*—The Assembly in 1930 asked the Advisory Committee to study and report to the Council on the question whether Governments might be asked to indicate, in their annual reports or in answers to a special questionnaire, the approximate number of addicts in their respective countries, the amounts of drugs consumed and the methods of treatment employed. Forty-one Governments have responded to the request of the Council for information. The Committee decided to postpone its review of the data thus collected to its next session, when it may be considered along with a report on the subject from the Health Committee of the League.

*Questions arising in connection with the Limitation Convention.*—The Advisory Committee considered a number of technical questions in connection with the interpretation and application of the Convention of 1931 for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, such as the control to be exercised over exports of heroin or its salts or

\* Reports are already addressed annually to the



preparations, and over synthetic substances covered by the Convention

The Committee considered, in particular, the recommendation contained in the Final Act attached to the Convention regarding the abolition or restriction of the use of heroin. It noted in this connection a statement by the Austrian member of the Committee to the effect that the Medical Faculty in Austria had formally decided that the use of the drug was unnecessary, and that substitutes might be used without detriment to patients to whom heroin would normally be administered

The Committee adopted certain additions to the Model Administrative Code, framed with a view to giving practical effect to the provisions of the Limitation Convention.

A statement of the Supervisory Body appointed under the Limitation Convention, which has examined the estimates of their requirements in drugs submitted by the Governments, was communicated to the Committee during its session. The Committee was glad to note that, in spite of the difficulties attending the preparation of their estimates by Governments and their examination by the Supervisory Body in the first year of the application of the new system of limitation, the Supervisory Body had been able to complete its work and issue its statement by the date fixed by the Convention

*The Conference of Bangkok*—The Committee noted that Portugal had ratified the Bangkok Agreement. It further noted a statement made by the Siamese representative to the fourteenth Assembly that the ratification of Siam might shortly be expected.

The Bangkok Conference, considering that the campaign against opium smoking would be facilitated by the collection of more complete and authoritative information on certain points, recommended in its Final Act, that certain

scientific researches should be undertaken upon an agreed plan by the Governments concerned. The Governments have expressed their concurrence in these proposals and indicated the facilities which would be available in their territories for the purpose of the contemplated researches. Both the Opium Committee and the Health Committee have studied the question and have come to the conclusion that, before a final plan can be drawn up, certain preliminary work should be done. Proposals for this preliminary work will be framed in consultation between the representatives of the two Committees and laid before them at their next sessions

*Composition of the Advisory Committee*—The Committee was requested by the Council, in view of the fact that the term of office of seven of its members expires this year, to consider and advise as to its future composition. The Committee submits the following proposals to the Council:

1. The seven members added to the Committee on May 4th, 1930, should be maintained
2. Turkey, Persia, Canada and one of the four Scandinavian countries should be added to the Committee

The Committee, in putting forward these recommendations, emphasises that the number of members proposed, namely, twenty-five, should be regarded as an absolute maximum, and that any further increase would be detrimental to its work. It expresses its regret that the German representative has withdrawn from the Committee. It considers that the co-operation of Germany, as one of the most important manufacturing and trading countries, is essential to the success of its work, and earnestly hopes that this co-operation may shortly be resumed. Meanwhile it suggests that the vacancy should remain unfilled \*

## VII.—ADMINISTRATIVE QUESTIONS.

### I FREE CITY OF DANZIG

The High Commissioner of the League of Nations in Danzig, in a letter dated November 4th, asked the Secretary-General to acquaint the Council with certain facts which may involve a danger of a breach of the Constitution of the Free City

The High Commissioner referred, in his communication, to the letter which he had received from the Secretary-General, as ap-

proved by the Council, on June 10th, 1925, in which it was stated that the High Commissioner, in view of the fact that the Constitution of the Free City is placed under the guarantee of the League of Nations, may, if he should learn by

petition or otherwise that there is a danger of a breach of the provisions of the Constitution, bring these questions to the knowledge of the Council.

The letter of the High Commissioner has been communicated to the Council and the question has been placed on the agenda of its next session.

## VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS.

#### *Registration of Treaties.*

Among the treaties, agreements and international engagements registered with the League Secretariat during November are the following :

A Treaty of Conciliation between Brazil and Poland (Rio de Janeiro, January 27th, 1933), presented by Poland ;

An Agreement between Great Britain and Northern Ireland, India and France regarding deportations from certain British and French territories (Paris, July 29th, 1933), presented by the United Kingdom ;

A Convention between Poland and the Union of Soviet Socialist Republics regarding the procedure to be followed for the examination and settlement of frontier incidents and disputes, with Final Protocol, Additional Protocol and Protocol of Signature (Moscow, June 3rd, 1933), presented by Poland ;

An Exchange of Notes between Finland and Hungary constituting an Agreement for the prevention of smuggling of alcoholic goods (Budapest, November 23rd, 1932), presented by Finland ;

A Convention between France and Switzerland regarding relief to the poor, with Protocol of Signature (Paris, September 9th, 1931), presented by Switzerland ;

An Exchange of Notes between Great Britain and Northern Ireland and Latvia constituting a commercial agreement (London, July 6th, 1933), presented by Latvia ;

A Convention between Hungary and Czechoslovakia regarding the application of the Inter-

### 2. PERMANENT MANDATES COMMISSION.

The Permanent Mandates Commission concluded its twenty-fourth session on November 4th by the adoption of a report which will be forwarded to the Council.\*

A later number of the *Monthly Summary* will give an account of the work of the session and an analysis of the report

national Police Regulations for navigation on the Section of the Danube forming the frontier between Hungary and Czechoslovakia, as also regarding the regulation of the traffic on that section of the river, with Additional Protocol (Prague, November 14th 1928) and Second Additional Protocol (Budapest, January 30th, and Prague, March 10th, 1931), presented by Hungary ;

A Treaty between Honduras and Nicaragua regarding freedom of commerce between the two countries, and Additional Convention (Managua, January 30th, 1930), presented by Nicaragua ;

An Exchange of Notes between Germany and Poland constituting an agreement regarding the application of Chapter I of the Germano-Polish Convention of June 22nd, 1922, relating to the mines of Upper Silesia (Warsaw, December 15th, 1931), presented by Poland ;

A Convention between Great Britain and Northern Ireland and Finland concerning the suppression of the illicit importation of alcoholic liquors into Finland (London, October 13th, 1933), presented by Finland ;

An Exchange of Notes between Hungary and Poland constituting an Agreement for the final settlement between the two countries of questions relating to judicial assistance, presented by Hungary ;

An Exchange of Notes between Norway and Sweden relating to freedom from customs duty for Christmas presents addressed to sailors (Stockholm, October 9th, 1933), presented by both Governments

## IX.—OBITUARY.

### DEATH OF M. SCIALOJA

The Secretary-General sent to M. Mussolini, head of the Italian Government, the following telegram on November 20th, on the occasion of the death of M. Scialoja :

"I beg Your Excellency to accept, on my behalf and on behalf of my colleagues on the

Secretariat, an expression of deep sympathy for the loss which Italy has sustained in the death of M. Scialoja. The great Italian who has just died was one of the authors of the Covenant of the League of Nations, and, as the representative of an ancient tradition, has not ceased to give

\* See *Monthly Summary*, Vol. XIII., No. 10, page 234.

to the League the support of his true intelligence, incomparable experience, generosity of heart and great wisdom "

The following reply was received from M Mussolini.

"I highly appreciate the sympathy which Your Excellency has expressed, on your own behalf and on behalf of the members of the Secretariat of the League of Nations, on the occasion of the death of Senator Scialoja, and your reference to his work as a representative

of the Italian Government accredited to the League of Nations since its foundation. On behalf of the Italian Government and on my own behalf I tender to you my most cordial thanks, and I would ask you to convey my thanks to your colleagues on the Secretariat for the sympathy which they have expressed on the occasion of this loss to the Italian nation."

The Secretary-General went to Rome on November 22nd to attend the funeral of M. Scialoja.

### X.—FORTHCOMING LEAGUE MEETINGS.

December 19th.—Executive Committee of the International Committee on Intellectual Co-operation and Directors' Committee of the International Institute on Intellectual Co-operation, Paris

1934.

January (?).—General Commission of the Conference for the Reduction and Limitation of Armaments, Geneva.

January 8th.—Advisory Committee of Experts on Slavery, Geneva.

January 8th.—Financial Committee, Geneva.

January 15th.—Seventy-eighth session of the Council, Geneva.

January 18th.—Permanent Central Opium Board, Geneva.

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—THE LEAGUE OF NATIONS IN 1933.

### General Summary.

The year 1933 has been the most crowded and the most critical in League history, with two world conferences on disarmament and economics, and three major political disputes in the Far East and Latin America.

In March the Assembly adopted its report on the Sino-Japanese conflict, which led to

Japan giving notice of withdrawal from the League. In May the Council adopted a report on the dispute between Columbia and Peru. This report, with the co-operation of neighbouring States and the United States of America, led to a general settlement. In December the League Commission, to which complete jurisdic-

tion in the long-standing dispute between Bolivia and Paraguay had been entrusted, effected an armistice between the two States.

The Disarmament Conference passed through a series of crises during 1933, making considerable progress as regards consultation in cases of emergency and control of armaments, but being confronted at the end by Germany's notice of withdrawal from both the Conference and the League. The Monetary and Economic Conference, while forced to adjourn without accomplishing its principal objectives, nevertheless made considerable progress in associated problems, such as the organisation of production, wheat and silver.

These outstanding world events necessarily affected the current activities of the League which tended to fall into the background. There was a disposition to concentrate on absolutely essential and immediate tasks and to postpone other work. Many substantial results were, however, obtained, not least the coming into force of the 1931 Convention for limiting the manufacture and regulating the distribution of narcotic drugs. A notable event of the year was the action of the Argentine Congress in ratifying the Covenant, and Argentina's immediate election to the Council.

## I. POLITICAL ACTIVITY

### *The Sino-Japanese Conflict*

At the beginning of the year a Special Committee of the special session of the Assembly was still endeavouring to find a solution by conciliation. These attempts were unsuccessful. The Assembly therefore decided to draft the report required by Article 15, Paragraph 4 of the Covenant, containing a statement of the facts of the dispute and the recommendations deemed just and proper in regard to it.

Further efforts at conciliation, made while the draft report was in preparation, finally broke down, the Japanese Government refusing to accept as a basis of conciliation the proposals of the Commission of Inquiry in the Far East relating to the establishment in Manchuria of an autonomy compatible with the sovereignty and administrative integrity of China.

The report was adopted by the Assembly on February 24th. Japan voted against it and Siam abstained. The president, noting that the report had been unanimously adopted under Article 15 (the votes of the parties not being reckoned), pointed out that its recommendations did not possess the executive force of an arbitral award, but stood as an offer of collaboration extended to the parties by the other nations with which they had entered into a

voluntary association. The Japanese delegation thereupon withdrew from the Assembly.

The Members of the League, in the report adopted by the Assembly, declared that they would abstain from taking any isolated action with regard to the situation in Manchuria and would continue to concert their measures among themselves, as well as with the interested States not Members of the League. The Assembly accordingly appointed an Advisory Committee, on which the Governments of the United States and the U.S.S.R. were invited to sit, to follow the situation and assist it in the performance of its duties.

The United States Government declared its general agreement with the terms of the report, more particularly its approval of the principle of the non-recognition of "Manchukuo," and it appointed a representative to participate in the discussions of the Assembly Committee without, however, the right to vote.

The Soviet Government did not find it possible to participate in the work of the Advisory Committee, stating, however, that it would always conform to any action or proposal intended to bring about a rapid and just settlement of the dispute and the consolidation of peace in the Far East.

The Japanese Government, on March 27th, gave preliminary notice of the intention of Japan to withdraw from the League under Article 1, paragraph 3, of the Covenant. Japan thereupon ceased to be represented in the Council or Assembly, but her delegates continued to take part in the work of all the other bodies of the League.

The Advisory Committee on June 7th sent a circular letter to the Members of the League and to non-Member States regarding the measures which, in its view, appeared to result from the non-recognition, *de jure* or *de facto*, of "Manchukuo," such as the non-participation of the present Government in Manchuria in international conventions, the non-recognition of the currency and postal services established by that Government, and the non-acceptance by foreigners of concessions or appointments in Manchuria.

The Governments have generally intimated, implicitly or explicitly, their adherence to the measures recommended by the Advisory Committee.

### *Dispute between Colombia and Peru.*

The Government of Colombia at the beginning of January notified the Secretary-General of incidents which had arisen in the port of Leticia, capital of a district which, since the

conclusion of the Treaty signed at Lima on March 24th, 1922, between Colombia and Peru, and ratified in 1928, has formed part of Colombian territory on the Amazon.

On the night of September 1st to 2nd, 1932, certain persons coming from Peru entered Leticia, where they dispossessed and expelled the Colombian authorities. The assailants fortified themselves in the invaded district. The Colombian Government at once took steps to restore order in its territory. The Peruvian Government pleaded, in reference to these events, that Leticia had been transferred to Colombia without attention to the wishes of the inhabitants. It protested against the military preparations of Colombia and asked the League to order the suspension of any resort to force.

These incidents were considered by the Council during its January session. Telegrams were addressed to the parties, the Peruvian Government being asked to refrain from any intervention by force on Colombian territory, and the Colombian Government being urged, in the exercise of its legitimate rights, to avoid any violation of Peruvian territory and to exercise all possible clemency in the act of restoring order. The Council also appointed a Committee of Three of its Members to follow the progress of the dispute.

On February 18th the Colombian Government asked that the Council should be convened under Article 15 of the Covenant. The Council at once instructed its Committee of Three, with the co-operation of the representatives of Colombia and Peru, to seek an agreement by conciliation under Article 15, paragraph 3, of the Covenant.

The Committee of Three in March submitted a report to the Council proposing that a League Commission should take charge of the disputed territory; that the territory should be completely evacuated by the Peruvian forces; and that Colombian forces, to be regarded as international forces for the time being, should be responsible for maintaining order in the disputed territory during negotiations between the parties to be undertaken with a view to a lasting solution of the dispute. These proposals were accepted by the delegate of Colombia, but not approved by the Government of Peru.

The Committee of Three was accordingly instructed to draft a report under paragraph 4 of Article 15. This report was submitted to the Council on March 18th; it was adopted by the Council, but was not accepted by the representative of Peru.

The report adopted by the Council recom-

mended a complete evacuation by the Peruvian forces of the territory of Leticia and immediate negotiations between the parties as soon as evacuation had taken place. Attention was drawn to the fact that it was incumbent upon Members of the League not to recognise any situation, treaty, or agreement which might be brought about by means contrary to the Covenant of the League or the Paris Pact. An Advisory Committee was instructed to watch the situation and to assist the Members of the League in concerting their action among themselves and with non-Member States. The Governments of the United States and Brazil were asked to sit on this Committee. Both Governments accepted the invitation to participate in the work of the Committee, without, however, voting in its decisions.

The Council, on May 25th, was informed that the two parties had agreed to accept recommendations made by the Advisory Committee on the basis of the report of March 18th. The parties agreed to the appointment of a Commission of the League to proceed to Leticia within a period not exceeding 30 days. The Peruvian forces were to withdraw from the territory immediately on the arrival of the Commission, which was to take charge of the administration of the territory on behalf of the Government of Colombia. Meanwhile the parties were to inform the Advisory Committee of the Council of the methods whereby they proposed to proceed to the negotiations recommended with a view to a lasting settlement.

The Leticia Commission, consisting of an American, a Brazilian and a Spanish member, arrived at Leticia on June 23rd. The Peruvian forces evacuated the territory on the same day and the Colombian Government gave instructions that all its troops in Peruvian territory should also be withdrawn.

The first stage of the settlement of the dispute between Colombia and Peru was thus completed in conformity with the recommendations of the Council. Negotiations for a final settlement of the dispute are now proceeding at Rio de Janeiro.

#### *Dispute between Bolivia and Paraguay*

In January, 1933, efforts were still being made in the countries adjacent to Bolivia and Paraguay, in co-operation with a Neutral Commission at Washington, to bring about a settlement of the dispute and a cessation of hostilities. The Council was at that time, through a Special Committee of Three appointed for the purpose, following the progress of the

dispute, which it had been considering with attention since August, 1932, but it was postponing definite action until the result of the steps taken by the South American countries and by the Commission of Neutrals was known. The Committee of Three, however, on March 6th, in view of the fact that hostilities in the Chaco were still proceeding, asked that the dispute should be placed on the agenda of the Council under Article 11 of the Covenant. The Council thereupon asked the Committee of Three to consider the proposals which might be submitted to the parties under that article.

In the month of May, Paraguay having declared that a state of war existed between herself and Bolivia, the Council met in extraordinary session, and the Committee of Three proposed that it should invite the two Governments to entrust the final settlement of the dispute to an impartial authority deriving its powers from the Covenant of the League, it being understood that this authority would fix the frontier between the two countries. Such procedure implied (1) that hostilities would cease and that Paraguay would withdraw her declaration of a state of war with Bolivia; (2) that an agreement for the submission of the dispute to arbitration would be established. The Council considered, moreover, that in order to apply these recommendations it was essential to send to the spot a Commission to make an inquiry into all the circumstances of the dispute.

These recommendations were accepted by the representative of Paraguay, but were not approved by the Bolivian Government. It was the view of the Government of Paraguay that a cessation of hostilities should precede any negotiations for the establishment of an arbitration agreement, whereas the Bolivian Government held that the establishment of such an agreement should precede the cessation of hostilities.

The Bolivian Government, on June 26th, agreed to the despatch of the Commission of Inquiry, stipulating, however, that there should be simultaneous negotiations for the arbitration agreement and the suspension of hostilities. The Commission was constituted on July 19th. The Council, however, just as the Commission was preparing to leave Europe, was asked by the Parties to invite the four neighbouring States (Argentina, Brazil, Chile and Peru) to act on its behalf for the purpose of settling the dispute.

The Council accordingly asked the four Governments on August 3rd whether, on the basis of the recommendations which it had

framed, they were prepared to accept the mission of suggesting to the two Parties a formula such as would establish a just and lasting peace between them. The four Governments, on October 1st, however, as a result of its consultations with the two Parties, regretfully declined the invitation addressed to them by the Council. The Commission of Inquiry was accordingly despatched to South America, where it constituted itself on November 3rd at Montevideo. It subsequently proceeded to Paraguay, the region of the Chaco, and Bolivia.

On December 17th the President of the Republic of Paraguay forwarded to the Commission a proposal for a general armistice, to be effective as from midnight on December 19th until midnight on December 30th, together with an invitation to the Commission immediately to convene the belligerents to negotiate conditions of security and peace.

Bolivia accepted these proposals, and the Commission convened the plenipotentiaries of the two countries to meet at Montevideo.

An Armistice, running from December 19th to December 30th, was concluded under the auspices of the Commission, which convened the plenipotentiaries of the parties to meet at Montevideo. The Pan-American Conference, assembled in that city, assured the Commission of the entire support of the American nations. Further difficulties, however, arose which made it necessary to consider a prolongation of the Armistice.

#### *Dispute between the United Kingdom and Persia.*

The Persian Government in 1932 cancelled the concession under which the Anglo-Persian Oil Company had undertaken to develop and render suitable for trade the oil and other products from the oil fields throughout the whole extent of the Persian Empire. The United Kingdom Government, which took up the matter in the exercise of its right to protect a United Kingdom national injured by an act which it regarded as contrary to international law, referred the dispute to the Council under Article 15 of the Covenant.

The Council, which considered the case during its January session, appointed a rapporteur to make a thorough study of the question in consultation with the two parties. The rapporteur, on February 3rd, 1933, informed the Council that the two parties had agreed that the Anglo-Persian Oil Company should negotiate directly with the Persian Government, the operations of the Company to continue pending a settlement.

Negotiations were opened at Teheran between the representatives of the Company and the Government of Persia, and on May 1st, 1933, the Secretary-General was informed that a new concession had been concluded and signed on April 29th.

#### *Request of Liberia for Assistance.*

The Council, during its October session, approved the report of its Committee on Liberia, embodying a plan of assistance based on conclusions submitted by the League experts who went to Liberia in July, 1932.

The Liberian Government had accepted this scheme in September, 1932, subject to the satisfactory conclusion of negotiations which it was to conduct with the Finance Corporation of America. These negotiations came to a successful issue in June, 1933. The plan, as approved by the Council in October, embodied certain amendments to the original scheme intended by the Council adequately to safeguard the political independence of the Republic and its territorial integrity.

## II. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS

The proceedings of the Conference for the Reduction and Limitation of Armaments were resumed on January 23rd, 1933, in encouraging circumstances. Germany had, in the previous month, decided to return to the Conference as the result of an agreement reached with the Governments of the United Kingdom, France and Italy, guaranteeing to her equality of rights within a system of general security. The four Governments, moreover, with the Governments of the United States of America, had declared their firm desire to co-operate in the Conference with the other States there represented in seeking without delay to frame a Convention which would effect a substantial reduction and limitation of armaments.

The General Commission of the Conference first entered upon a general discussion of a memorandum on security and disarmament submitted by the French Government. The security proposals included a special plan which was intended to apply exclusively to Europe. The disarmament proposals were intended to reduce the offensive character of national forces and to enable the Members of the League to render each other mutual assistance in case of need in accordance with Articles 8 and 16 of the Covenant. Most important was the suggestion that the land defence forces of the Continental Powers should be standardised on a

basis of armies with a short period of service and limited effectives.

Meanwhile, the United Kingdom delegation had submitted draft proposals laying down a programme of work based on previous decisions of the Conference, on the proposals submitted in the previous year by President Hoover, on suggestions contained in the French Memorandum, and on the principles recorded in the agreement and declarations under which Germany had returned to the Conference.

The General Commission organised its work on the basis of this programme. On February 23rd it decided by a majority vote in favour of the standardisation of the armies of the European continent as armies with short term service and with limited effectives. Meanwhile a Special Air Committee, proceeding on the assumption that military and naval aviation would be completely abolished, was studying the measures to be taken in respect of civil aviation in order to render such abolition possible and surround it with the necessary guarantees, while the Political Commission of the Conference, after unanimously approving a draft undertaking of non-resort to force, passed to the consideration of a draft Pact of Mutual Assistance, as proposed in the French Memorandum, and subsequently discussed a draft definition of the aggressor submitted by the delegation of the USSR.

Such was the situation when, on March 25th, Mr. MacDonald, Prime Minister of the United Kingdom, invited the General Commission to consider a draft general Convention in five parts and ninety-six articles. Part I dealt with the question of security; Part II with disarmament (effectives, land, naval and air material); Part III with the exchange of information relating to armaments; Part IV with chemical warfare (prohibition of chemical, incendiary or bacteriological warfare and its preparation, supervision of the prohibition of the preparation of chemical warfare and methods of ascertaining that the prohibited weapons were not employed); Part V with general provisions (constitution and duties of the Permanent Disarmament Commission to be set up under the Convention, exceptions to the Convention and final provisions).

The General Commission, on March 27th, decided to take the draft Convention submitted by the United Kingdom as a basis for its subsequent discussions, and began a first reading of the convention on April 25th. Concurrently with this first reading, the technical Committees of the Conference had under consideration questions relating to the calculation

of effectives, the regulation of the traffic in arms, and the private and state manufacture of arms and implements of war, and proposals relating to the definition of the aggressor.

The General Commission completed its first reading of the draft Convention on May 30th, and at the beginning of June, owing to the convening of the Monetary and Economic Conference in London, it decided to adjourn until July 3rd. It unanimously resolved before separation that the draft Convention submitted by the United Kingdom delegation should be accepted as the basis of the future Convention. The Bureau of the Conference was instructed to prepare a text for second reading, and the President was authorised to undertake any negotiations which might be necessary with a view to its preparation.

The President of the Conference, however, on June 29th informed the Conference that he had been unable to make satisfactory progress with his negotiations, and the General Commission, in view of this statement, decided to adjourn until October. The German delegation protested against the adjournment and did not associate itself with the vote of the Commission under which the President was authorised to resume his negotiations.

The President of the Conference visited Paris, Rome, Berlin, Prague, Munich and London from July 10th to 23rd, and he continued these negotiations during September in London, Paris and Geneva. On October 9th he submitted a report to the Bureau of the Conference which authorised him to continue his conversations with the principal delegations.

On October 14th, moreover, the Bureau was informed of the results of conversations which had taken place during the summer between certain delegations.

Sir John Simon, as head of the British delegation, responsible for the draft Convention, announced that the draft would, in certain respects, have to be modified. In particular, he proposed that the Convention should provide for a period of application of eight years, the first four years being devoted to a transformation of the European continental armies and the establishment of a general system of supervision through the Permanent Disarmament Commission. He stated, moreover, that no agreement could be achieved on the basis of a Convention which permitted an immediate re-armament. The United States delegation declared that the statement made by the head of the British delegation was in harmony with the proposals of the American Government, and the French delegation

emphasised that the division of the period of application of the Convention into two stages was essential.

The German delegation recalled that the attitude of the German Government was determined by two claims, namely that there should be a real and substantial disarmament on the part of the heavily armed Powers, and that there should be a practical and immediate application of equality of status. On the same day the President of the Conference was informed that the German Government felt itself compelled to leave the Disarmament Conference on the ground that, in the light of the recent discussion of the Powers concerned, it was clear that the Conference would not fulfil its object of general disarmament owing to the reluctance of the heavily-armed States to carry out their contractual obligations. This rendered impossible the satisfaction of Germany's recognised claim to equality of rights, and the condition on which the German Government had agreed at the beginning of the year to participate in the Conference thus no longer existed.

The President of the Conference, on October 16th, with the approval of the General Commission, replied in a communication regretting the decision of the German Government and affirming that he was unable to accept as valid the reasons given in explanation of that decision.

The Bureau of the Conference, authorised to take such steps as were necessary to prepare the draft Convention for a second reading, appointed special committees and rapporteurs for the purpose.

The Italian Government, however, expressed some doubt as to the desirability of continuing the discussions at that moment, whether in committees or in conversations with the rapporteurs.

On November 22nd, after further consultations with the representatives of the United Kingdom, the United States, France and Italy, the President announced to the Bureau that in the opinion of these delegations it did not seem desirable that he should convene the General Commission, as had been suggested, for December 4th, as the differences of opinion which still existed upon important questions were too serious for a discussion to be undertaken in the Commission with any substantial chance of success.

The meeting of the General Commission was accordingly adjourned until January, 1934, it being understood that the precise date would be fixed later by the President, in consultation

with the Vice-President and the general rapporteur.

#### *Moral Disarmament.*

The Committee on moral disarmament of the Disarmament Conference has proposed that provisions for moral disarmament, prepared with the assistance of the Intellectual Co-operation Organisation, should be embodied in the future Convention on the same footing as the provisions relating to material disarmament.

The Committee in November approved a series of draft articles which, after consideration and a decision on the part of the General Commission, will be incorporated in the Convention.

#### *Co-operation of the Press in the Organisation of Peace*

The Assembly in October welcomed the initiative of the Spanish Government which, in conformity with the recommendation of the Assembly in 1932, had decided to convene a Conference to examine the question of inaccurate press news likely to disturb the good understanding between the nations. This Conference met at Madrid in November. The representatives of the Government press bureaux of 33 countries, together with representatives of the telegraphic agencies and of associations of journalists and newspaper proprietors, participated in the Conference.

The report on the results of the Conference will be submitted to the next session of the Council.

### III. LEGAL AND CONSTITUTIONAL QUESTIONS.

#### *Method of Election to the Council.*

The Assembly considered the report of a Special Committee appointed to study the existing system of election to the Council. This Committee was set up on the initiative of the Portuguese delegation with a view to remedying a disadvantage inherent in the present system under which the non-permanent seats on the Council are filled from States belonging to certain groups. This system has led in practice to a permanent exclusion of a large number of Members of the League. The Committee recommended the provisional creation of one new non-permanent seat on the Council for the period of 1933-1936, and effect was given to the recommendation by the Council and by the Assembly under Article 4, paragraph 2, of the Covenant.

The Assembly further decided that candidates for election as non-permanent members of the

Council must put forward their candidatures or be nominated by another Member of the League at least forty-eight hours before the election.

#### *Elections to the Council*

The Assembly elected as non-permanent Members of the Council, in place of Norway, Guatemala and the Irish Free State, whose terms of office had expired, the Argentine, Australia and Denmark. Portugal was elected to the seat newly created. These four States will sit on the Council for a period of three years.

#### *Simplification of the Procedure of the Assembly*

The Assembly decided on a modification of its procedure to be applied at its next session in 1934. The adoption of reports will be simplified, and the President of the Council, in consultation with the Chairman of the Supervisory Commission, may, if necessary, convene the Finance Committee of the Assembly a week before the opening of the session.

#### *Nationality of Women.*

The Assembly adopted a resolution expressing the hope that the Governments would, before its next session, enable the Secretary-General to communicate information as to the effect which they had been able to give to a recommendation of the Hague Conference in 1930 in favour of greater equality between the sexes in the matter of nationality.

#### *Progressive Unification of Penal Law and Co-operation of States in the Prevention and Suppression of Crime.*

The Assembly considered the views of seven technical organisations which the Secretary-General had consulted as to the form in which the League of Nations might render assistance in the gradual unification of criminal law and the co-operation of States for the prevention and suppression of crime.

The Assembly expressed the view that the League might intervene with the object of securing the possible conclusion of an international convention in cases where the work of these organisations resulted in definite proposals representing real needs and recognised as such by the organisations of the League.

### IV. ECONOMIC AND FINANCIAL QUESTIONS.

#### *The Monetary and Economic Conference.*

The Monetary and Economic Conference met for a first session in London from June 12th to July 27th, under the presidency of Mr. Ramsay MacDonald, Prime Minister of the



United Kingdom. Sixty-four States were represented.

The agenda of the Conference, framed in January by a Committee of Experts sitting in Geneva, included the following items: monetary and credit policies; prices; resumption of the movement of capital; restrictions on international trade, tariff and trade policy; the organisation of production and trade.

The various Commissions and Sub-Commissions of the Conference devoted a number of meetings to a detailed discussion of these items. These initial consultations clearly showed that most of the questions were interdependent. More particularly certain delegations felt that the discussion of some of the economic and financial problems before the Conference could serve no useful purpose until agreement had been reached as to the stabilisation of certain national currencies. The Conference, therefore, decided, since an understanding regarding exchange ratios was not at that moment possible, to concentrate upon items whose discussion might lead to immediate results.

The Conference, on July 27th, 1933, adopted reports submitted by its Commissions and Sub-Commissions embodying the results achieved in carrying into effect this limited programme.

Resolutions were adopted on the policy to be pursued by countries in meeting the service of their external debts, on monetary and central banking questions, and on silver. The resolution on central banking questions emphasised that it was in the interests of all concerned that stability in the international monetary field should be attained as quickly as possible, and that gold should be re-established as the international measure of exchange values.

Of special importance was the resolution on silver, which recommended that an agreement should be sought between the chief silver-producing countries and those which were the largest holders or users of silver with a view to mitigating the fluctuations in its price. Governments under this agreement would undertake to refrain from new legislative measures involving a further adjustment of their silver coinage below a certain standard of fineness, and would, as far as possible, substitute silver coins for low value paper currency.

Reports were adopted on commercial policy, the regulation of production and marketing, indirect protectionism, subsidies and bounties, and on public works.

The Conference, in the report on commercial policy, affirmed the need of a gradual abolition of restrictions on imports, and recognised the urgency of reducing excessive customs tariffs.

The reports adopted by the Conference on the regulation of production and marketing referred to certain specially important products: sugar, wine, coffee, cocoa, dairy produce, coal, tin, and copper. The recommendations of the Conference provided for a further study by Governments and competent bodies of a better co-ordination of the production and marketing of these products.

The Conference, in adjourning its proceedings to a subsequent date, authorised its Bureau and an Executive Committee to take such action as might be necessary either in execution of the resolutions and recommendations of the Conference or for a resumption of the work of the Conference in the light of any further development in the monetary and financial situation.

#### *The Wheat Conference · World Agreement Regulating Production of Wheat and Trade in Wheat.*

The World Agreement regulating the production of wheat and the trade in wheat, concluded in London on August 25th, may be regarded as a sequel to the World Monetary and Economic Conference. Thirty countries attended the Conference, which was summoned by the Secretary-General of the League at the request of the four principal wheat exporting countries (Argentina, Australia, Canada, and the United States of America).

The object of the Agreement was to adjust the supply of wheat to effective world demand, to eliminate the abnormal surpluses which had been depressing the wheat market, and to bring about a rise and stabilisation of prices at a level remunerative to the farmers and fair to the consumers of breadstuffs.

A wheat Advisory Committee was set up to supervise the working and application of the Agreement, on which seven exporting and seven importing countries were represented. This Committee works in close co-operation with the Economic Organisation of the League and with the International Institute of Agriculture.

Twenty-two States signed the Agreement.

#### *Economic Truce*

The Organising Committee of the Monetary and Economic Conference decided on May 12th, at the request of the representative of the United States, that a proposal for an economic truce should be forwarded to the Governments invited to the Conference. The truce was to be valid for the period prior to the opening of the Conference and during its proceedings.

Towards the end of July, 59 States had acceded to the truce, reserving their right to denounce it after July 31st subject to a month's notice. Since the end of July the truce has been denounced by 22 States.

#### *Work of the Economic Committee.*

The work of the Economic Committee during the year consisted mainly in the preparation of the World Monetary and Economic Conference and in the consideration of questions referred to it by the Conference for action or advice.

The Committee held two sessions during 1933, in May and in November. During its November session it reviewed the general economic situation and considered specific questions raised by the Monetary and Economic Conference, on which its co-operation had been requested. More particularly, it discussed methods of giving effect to an international agreement upon the three draft veterinary conventions framed in 1931, and intended to prevent strictly veterinary measures, as applied to the export, import and transit of animals and animal products, from being used as an indirect form of economic protection. It also decided on the procedure to be followed in carrying out the recommendations of the Monetary and Economic Conference framed with a view to a further simplification of customs formalities and technique, and in prosecuting the studies and inquiries recommended by the Conference with a view to the co-ordination of the production and sale, among other commodities, of milk products, timber, coal and copper.

On January 1st, 1933, a procedure for the friendly settlement of inter-state economic disputes, approved by the Council, came into operation. Under this arrangement economic disputes may be referred to a panel of experts appointed by the Council under the Protocol.

#### *Work of the Financial Committee.*

The Financial Committee has continued its work of advice and reconstruction on behalf of countries applying for its assistance.

The Committee sent a delegation to Greece in May, 1933. It submitted a report to the Council in June on the results of that inquiry, and the Greek Government submitted a programme of reforms. The Committee, in September, noted that a certain number of these measures had already been applied. No agreement, however, had been reached on the subject of the external debt of Greece, which included two loans issued under the auspices of the League. The Greek representative

shared the regret of the Financial Committee that agreement had not yet been reached with the holders of the Greek loans, and expressed his Government's readiness to adopt any procedure of conciliation which might lead to a settlement.

The Protocol for the Austrian loan, signed at Geneva on July 15th, 1932, came into force at the beginning of the present year. The Committee noted in September that, as a result of the loan, the Austrian Government was in a position to meet all its foreign short-term liabilities and to repay a great part of its external floating debt. The regular service of the Austrian foreign debt had been resumed and the external value of the schilling maintained.

A delegation of the Financial Committee went to Bulgaria in April, 1933, at the request of the Bulgarian Government. As a result of this mission, and after consultation with the Financial Committee, the Bulgarian Government submitted a programme of reform. It was found that there was a serious deficit in the budget for 1932-33, and that the Treasury had entirely exhausted its resources. The Financial Committee recommended certain measures with a view to improving the situation of the Treasury. The representative of Bulgaria assured the Committee in September that his Government was firmly resolved to carry the work of recovery to a successful conclusion.

An agreement concluded in January, 1933, for technical co-operation with Roumania provided for the appointment by the Roumanian Government, on the recommendation of the Council, of an accounting expert, an expert in treasury and budget matters and an expert on taxation. The application of this scheme is for the moment in abeyance, but the Roumanian Government will make a statement to the Council of the League in January, 1934, as to the possibility of applying a programme of financial reform in co-operation with the League of Nations.

The Finance Minister of Hungary in January, 1933, made a statement to the Financial Committee in which a programme of financial reforms was put forward. The budgetary and economic position of Hungary, owing partly to these reforms and partly to an abundant harvest, improved considerably during the year. The deficit of the State and of State undertakings considerably decreased, and the budget included provisions for the full service in pengo of the Government's foreign debt. The Committee submitted proposals to the Hungarian

Finance Minister intended to promote a further reduction of the deficit in the forthcoming financial period.

The Council in October dealt with a request submitted by the Government of *Guatemala* to the effect that an expert should be sent to that country to re-organise its fiscal system. This was the first occasion on which the work of financial assistance carried on by the League in Europe was, by request, extended to a country of Latin-America.

#### *Work of the Fiscal Committee.*

The Fiscal Committee has met on two occasions—once at Washington—to review the results of researches carried on during the last three years, with the help of a gift from the Rockefeller Foundation, into the question of the apportionment of the profits of enterprises operating in several countries. A draft Convention, intended as far as possible to remove present obstacles placed in the way of business undertakings by double taxation, has been framed, and the Council during its October session decided to forward it to Governments for their observations.

#### V. COMMUNICATIONS AND TRANSIT

The Advisory and Technical Committee for Communications and Transit, during its session held at Geneva from November 29th to December 1st, reviewed the work undertaken since its previous session by the Permanent or Special Committees working under its direction. The subjects dealt with by these Committees include public works, ports, and maritime navigation, inland navigation, railway transport, electrical questions, road traffic, the buoyage and lighting of coasts, maritime tonnage, the unification of river law, the unification of transport statistics, co-operation between civil aviation companies, the training of civil engineers and wireless problems.

Special importance attaches to the work of the Committee of Inquiry into Questions relating to Public Work and National Technical Equipment, which prepared for the use of the Monetary and Economic Conference a general report on schemes of public works submitted for consideration by the various Governments. The Committee, in selecting these schemes, had in view three criteria: the reduction of unemployment, the productivity of the works contemplated, and their international importance.

The Monetary and Economic Conference decided that a Committee should be set up to consider the whole question of public works, and the Assembly in October recommended

that the Committee should be constituted as soon as possible.

The Transit Organisation has continued to assist in carrying out the reconstruction programme of the National Economic Council of China. The Chinese Government has expressed its appreciation of the valuable assistance rendered by the Transit Organisation, more particularly in the improvement of the Chinese waterways and in the construction of roads.

At the request of the Siamese Government a committee of experts appointed by the Transit Organisation, with instructions to advise as to the improvement of the approaches by sea to the port of Bangkok and of the installations of the port, visited Siam in June.

#### VI PROTECTION OF MINORITIES.

##### *General Work of the Council.*

The customary procedure followed in dealing with minorities' petitions has been regularly applied during the period under review. Minorities Committees have met during the Council sessions and in the intervals between them.

Among the questions considered by the Council were the application of agrarian reform in Poland, to which the German Government called attention in January, 1932, and the application of the German-Polish Convention of May 15th, 1922, concerning Upper Silesia, to which the attention of the Council was drawn in petitions received from the Association of Poles in Germany.

The Council, on May 26th, was called upon to consider a petition from M. Bernheim concerning the situation of the Jewish minority in German Upper Silesia. The petition referred to certain legislative and administrative orders enacted in Germany and affecting the situation of persons of non-Aryan descent, particularly as regarded their admission to public offices and to the practice of certain professions and their position in educational institutions. The petitioner represented that these orders, if applied in Upper Silesia, would constitute a breach of the German-Polish Convention relating to Upper Silesia.

The German representative raised two previous questions concerning the petition: the first was whether the petitioner could be considered under the terms of the Convention as a person belonging to a minority, and the second was whether, in the affirmative event, he had the right under that Convention to submit a petition. A Committee of Jurists appointed by the Council decided that the petition could not be set aside.

The Council subsequently adopted a report in which note was taken of a declaration on the part of the German Government that if any infringements of the Convention had taken place they were to be regarded as errors due to a misconception of the internal laws by subordinate authorities, and that they would be corrected. It was further noted in the report that the cases in which damage might have been sustained by persons belonging to the Jewish minority in Upper Silesia were subject to investigation under the local procedure.

The German representative abstained from voting on the report. The Italian representative also abstained from voting in view of certain general considerations contained in the report which, in his view, perhaps exceeded the competence of the Council.

#### *Minorities before the Assembly.*

The question of minorities assumed an important place this year in the discussions of the Assembly, to which the question was referred on the proposal of the German representative. Several delegations referred explicitly to the problem of the Jewish minority in Germany, and expressed the view that a thorough discussion of the question was desirable.

The general problem was considered in the light of the resolution adopted by the Assembly in 1922, when it was affirmed that States which had no definite obligations in the matter should at least observe, in the treatment of their minorities, the same principles as those to which States bound by the minorities treaties were called upon to conform in the interests of international peace. Allusions were made in this connection to the recent German legislation upon the Jews, the German delegation insisting, however, that a State retained the sovereign right to settle a special problem of this kind as an internal question.

The Assembly finally adopted a resolution repeating the recommendation adopted in 1922. A resolution affirming that this text applied without exception to all classes of nationals of a State that differed from the majority of the population in race, language, or religion was not adopted, as the German delegation voted against it.

#### *The Assyrians of Iraq.*

The Iraqi Government in August notified the Council and Members of the League of serious events which had occurred in connection with the settlement of the Assyrian minority in Iraq. A thousand Assyrian tribesmen had crossed into Syrian mandated territory. They

had subsequently returned to Iraq and there had been encounters with the Iraqi forces. The steps taken by the Government of Iraq to restore order had resulted in serious loss of life and destruction of property.

The Council considered the situation in the light of a petition from Mar Shimun, Patriarch of the Assyrians, and of the observations of the Iraqi Government on this petition. It did not think it necessary to institute an inquiry or to make recommendations to the Iraqi Government. It noted that part of the Assyrian population of Iraq would prefer to leave the country if given the necessary facilities and guarantees, and it appointed a special committee to take, in co-operation with the Iraqi Government, the necessary steps to prepare and execute a detailed scheme of settlement outside Iraq for such Assyrians as might desire to emigrate.

The Government of Iraq subsequently appointed a local commission with instructions to explain to the Assyrians the exact meaning of the decision of the Council of the League, and to inform the population that their situation was being actively considered by a Committee of the Council.

A representative of the Nansen Office for Refugees will visit Iraq to co-operate with the local commission as soon as the place of settlement has been finally determined.

### VII. ADMINISTRATIVE QUESTIONS.

#### *The Saar Territory*

The Chairman of the Governing Commission of the Saar Territory informed the Council in May that circumstances over which he had no control had given rise to misgivings among the Saar officials in regard to their position after the plebiscite to be held in 1935. The Governing Commission urged that it was desirable to assure all officials of the Saar territory, without distinction of origin or nationality, that the rights which they held under their appointments would in any case be safeguarded. The Council on May 27th, 1933, adopted a report affirming this principle.

The Governing Commission in May was obliged to take measures to safeguard public order, and a Decree dated May 20th gave the authorities the right to forbid or dissolve political meetings or processions in certain circumstances. The Governing Commission further decided to suspend daily newspapers for a period up to six weeks in cases where there was an incitement to disobey the laws, or abusive attacks on the Commission, or infringements of public order, or any propaganda

that might deter the inhabitants from the free exercise of their rights

The Commission further felt it necessary, in order to guarantee the liberty of trade unions, that measures taken by the authorities having their headquarters outside the territory should not be enforced within it. The Commission, moreover, assumed a more effective control over certain Saar associations, reserving the right to dissolve them whenever their activities should compromise public order or were directed to ends incompatible with the situation under the Treaty of Peace.

#### *Free City of Danzig.*

The High Commissioner of the League at Danzig, in addition to submitting his usual annual report to the Council, has addressed to it in the course of the year frequent communications both in regard to the general political situation in the Free City and to specific cases on which the Council was invited to take a decision.

As a result of the elections in May, 1933, the National Socialist Party obtained a majority in the Volkstag. The relations between Poland and Danzig, however, considerably improved in the course of the summer, and the newly-elected Senate paid a visit to the Polish Government at Warsaw.

In the favourable atmosphere thus created, negotiations between Danzig and Poland, conducted under the High Commissioner's auspices, led, on August 5th, to the settlement of several disputes. On that date an agreement was initialled on the treatment of Polish nationals and other persons of Polish origin or language at Danzig, and an arrangement was signed with regard to the use of the port of Danzig by Poland. Three diplomatic questions under dispute were settled by an exchange of letters between the Polish Government and the High Commissioner on the one hand and the Senate and the High Commissioner on the other.

Prior to these events the two Governments of Danzig and Poland had addressed frequent appeals to the Council against decisions taken by the High Commissioner. More particularly, the Council was in more than one case called upon to decide whether certain measures taken by the Polish Government constituted cases of direct action affecting the interests of the Free City.

The most important of these cases occurred in March, when the Polish Government reinforced its detachment of guards at the Polish war material depot on the Westerplatte. The Senate of Danzig at once submitted a request that this act should be regarded as a case of

direct action, particularly as the Polish authorities had not previously obtained the authorisation of the High Commissioner, and it asked for an immediate withdrawal of the effectives in question.

The President of the Free City formally declared that the Senate was able to guarantee that there would be no infringement of the rights of Poland on the Westerplatte peninsula. Whereupon the Minister for Foreign Affairs of Poland stated that his Government would reduce the guard without delay to its normal strength. The Council, in view of this declaration, did not consider it necessary to examine the question further. Two days later the High Commissioner informed the Council that the effectives had, in fact, been withdrawn.

The Council on October 26th appointed Mr. Sean Lester as High Commissioner of the League at Danzig for a period of three years, as from January 15th, 1934. Mr. Lester has since 1929 been delegate of the Irish Free State accredited to the League of Nations.

#### *Mandates.*

The Permanent Mandates Commission, in the course of two sessions, held from June 19th to July 1st and from October 23rd to November 4th, reviewed the administration of the mandatory Powers for 1932. It further considered a number of petitions and discussed certain general or special questions arising under the mandates. The conclusions and observations of the Commission were duly considered and approved by the Council, and, in accordance with precedent, by the Assembly.

Among the subjects to which the Council, on the advice of the Mandates Commission, gave special attention was the question of the principle of economic equality as applied in mandated territories; the division of the mandated territory of Syria into three political units considered in connection with the ultimate emancipation of the territory; and the question of a closer administrative, customs and fiscal union between the mandated territory of Tanganyika and the neighbouring British possessions of Kenya and Uganda.

#### VIII INTELLECTUAL CO-OPERATION.

The Intellectual Co-operation Organisation has undertaken the study of certain important intellectual problems with a view to contributing to an understanding between nations.

It has organised, with the assistance of distinguished persons in art, science or letters, exchanges of views which take the form of correspondence or meetings of Committees or

Conferences devoted to the scientific and objective consideration of questions which, at the present moment, invite universal attention. It organised, for example, in 1933 the Conversation at Madrid on the future of civilisation, and in London it organised the Conference of Higher International Studies, which discussed the intervention of the State in economic life. It has, further, framed definite proposals for the encouragement of moral disarmament by educational means (teaching, the cinema, and wireless).

The Intellectual Co-operation Organisation, moreover, has continued to assist the Chinese Government in the reorganisation of public education. It has continued its inquiries on educational broadcasting, on the intellectual rôle of the Press, on education in all its grades, and on the protection of authors' rights and of scientific rights.

For next year it has placed on its programme the study of the social and political sciences, to be considered in the light of international relations. Finally, it has undertaken to frame a draft convention on the repatriation of artistic property which has been removed from the national artistic heritage.

The Assembly, having reviewed the activity of the Intellectual Co-operation Organisation and expressed its approval, drew the attention of States to the disadvantages which might result from budgetary restrictions applied to establishments devoted to education and scientific research.

#### IX. THE HEALTH ORGANISATION.

The Health Organisation of the League has continued its co-operation in public health matters with the Governments of various countries.

The Health Administration of the Chinese Republic has made considerable progress with the three-year plan of reorganisation established in 1930 with the assistance of the Health Organisation. The Central Field Health Station at Nanking is in full working order, and the National Quarantine Service is now in a position to ensure health supervision over the river and maritime ports of importance to international traffic.

The Health Centre at Athens, established by the Greek Government with the assistance of the Health Organisation, is extending its activities.

The Health Committee, moreover, complying with a request submitted by the Czechoslovak Government last year, has placed at its dis-

posal a member of the Health Section and the experience of its technical commissions.

The Health Organisation has had under consideration two important questions of immediate interest, namely: the effects of the present economic crisis on public health, and the food conditions prevalent among the unemployed. A Conference of Experts convened to consider the first question has issued a report embodying its conclusions as to the most appropriate methods of protecting public health against the effects of the present financial restrictions, and as to the means whereby the best possible use may be made of available resources. The Conference recommended a whole series of measures intended to secure the rationalisation of public health services, covering every field of medical care and preventive medicines.

Another Conference of experts, appointed by the Health Organisation and by the International Labour Office, has considered the question of food conditions among the unemployed.

Important progress has been made in the inquiries organised by the Health Committee into the subject of medical education and the reform of medical studies. In six large States, the United Kingdom, France, Germany, Italy, the U.S.S.R., and the United States of America, reform is under consideration or being actively pursued. It is recognised that there exists a medical crisis side by side with the crises in nearly all spheres of human activity. A report embodying the results of the inquiries undertaken has been forwarded to the organised bodies in the different countries which are dealing with medical education for their observations and suggestions.

The International Centre for research on Leprosy, organised with the assistance of the Brazilian Government, will begin effective work in January, 1934. The Committee of Management met at Rio de Janeiro in October, 1933, and the Health Committee in October last, sitting as the Governing Body of the Centre, approved its programme and constitution. The Centre will undertake any work which may contribute towards the prevention of leprosy by means of epidemiological, clinical and biological research.

The current work of the Health Organisation has been actively pursued by its permanent commissions and its Reporting Committees of Experts. More particularly, substantial progress has been made with the inquiries into the treatment of syphilis, malaria, and the radiological treatment of cancer.

The Eastern Bureau at Singapore is

continually extending its activities, and improvements have been made in the methods of transmitting epidemiological information to the Far Eastern Health Administrations. International Malaria Courses, moreover, have been organised at Singapore with the support of the local authorities, and the Eastern Bureau, as soon as circumstances permit, will convene a conference on rural hygiene in the Far East.

#### X. SOCIAL AND HUMANITARIAN QUESTIONS.

##### *Traffic in Opium.*

The Convention for limiting the manufacture and regulating the distribution of narcotic drugs came into effect on July 9th, 1933, forty ratifications and accessions having been received.

The Supervisory Body set up under the Convention, which is entrusted with the task of examining the estimates furnished by Governments of their legitimate requirements in narcotic drugs, and to fix estimates for countries which do not supply them, met for the first time at Geneva on August 28th. During this first session it examined the estimates of about thirty countries and territories. At a second session held in October it completed its examination of the estimates submitted, noted the explanations and supplementary information received from the Governments, and established estimates for all the countries and territories in respect of which estimates had not been supplied. The results of this work were embodied in a statement which was communicated to the Advisory Committee on the Traffic in Opium during its autumn session.

This statement may be regarded as a culmination of the work of the League for the last ten years in the campaign against the traffic in narcotics. The Supervisory Body has powers which are unprecedented in international life. The estimates which it approves or determines are legally binding on all countries parties to the Convention, and though they are not legally binding on Governments which are not parties to the Convention, they are from the practical point of view effective, since the importing country can only obtain its supplies from a manufacturing country within the limits of the figures determined by the Supervisory Body. The Supervisory Body, moreover, may request explanations from Governments whose estimates appear to be excessive, and it has, in fact, secured this year from the Governments a reduction amounting to some 15 per cent. of the estimates submitted.

The Advisory Committee was glad to note that in spite of difficulties attending the prepara-

tion of their estimates by Governments and the examination of those estimates by the Supervisory Body in the first year of the application of the new system of limitation, the work had been successfully completed and a statement issued within the period fixed by the Convention.

The Advisory Committee on the Traffic in Opium now holds two sessions: an ordinary spring session and a session in the autumn which is devoted mainly to reports on seizures and questions arising out of the illicit traffic.

The Committee noted this year that the old sources for the supply of the illicit traffic in Western Europe were drying up, but that new sources of supply were opening in other parts of the world. In Western Europe, as a result of the close control being exercised, the amounts of drugs reported as manufactured had begun to approximate closely to medical needs. This improvement was largely due to the energetic action taken by the Turkish Government in closing the factories in Istanbul.

Illicit manufacture now takes place mostly in small clandestine factories, and it would appear from the seizures effected that smugglers are spreading their risks by dividing up the drugs for distribution in small lots. New methods, moreover, are continually being used by the traffickers to avoid control. The United States representative, for example, made an important statement to the Committee on the use that is being made of privately owned airplanes for the smuggling of liquor and drugs on the North American Continent.

The Advisory Committee, in October, gave special consideration to the situation which has arisen in Manchuria and Jehol and, generally, to the serious dangers involved by the establishment of clandestine factories in the Far East and in other countries where ample supplies of raw opium are available for the manufacture of drugs. The situation in Manchuria and Jehol is the more dangerous as the League is not at present receiving any reports in regard to the traffic from these territories, nor any official information as to the situation.

There are three aspects to the dangerous position that has arisen: first, there are organised attempts to secure the planting and harvesting of opium in Jehol on a larger scale than ever before; secondly, there is the possibility of increased supplies of Persian opium for manufacturing purposes; thirdly, there is the possibility of the establishment of illicit factories for the conversion of the raw material into manufactured drugs.

The Committee, in its report to the Council, emphasised the importance of steps being taken

to secure the fullest possible information as to the production, sale and use of opium and drugs in this part of the world. It further drew the attention of the chief manufacturing and producing countries of the world to the necessity of supervising most strictly any application for the introduction of narcotics into these territories.

The Advisory Committee has appointed a Standing Sub-Committee to consider the question of co-operation between China and the authorities representing the Treaty Powers in the Settlements, Concessions, and leased territories of China in the execution of the Hague Convention of 1912.

In preparation for a conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the harvesting of the coca leaf, questionnaires have been prepared and forwarded to the Governments in accordance with the instructions of the Assembly.

The Permanent Central Opium Board, which, under the 1925 Convention, reviews the quarterly statistics of imports and exports furnished by the Governments, has submitted to the Council a series of interesting reports on the illicit traffic.

#### *Protection and Welfare of Children and Young People*

The Assembly considered that the means at present afforded the Advisory Commission for the Protection and Welfare of Children and Young People were not commensurate with its needs, and did not enable it to deal adequately with its work. It made no definite proposals, but urged that the budget of the Social Section of the Secretariat should be increased as soon as possible. These observations applied in particular to the work of child welfare, and the Assembly requested the Child Welfare Committee to submit to it at its next session a plan of work which would enable it to continue the task for which it was originally constituted.

A protocol for the suppression of traffic in women of full age was approved by a Diplomatic Conference attended by twenty-eight States and opened for signature during the session of the Assembly. The Protocol was signed by twenty countries.

#### *Slavery*

The Assembly voted the credits necessary to enable the Advisory Commission of Experts on Slavery to begin its work in 1934.

#### *Work of the Nansen Office for Refugees.*

The Nansen International Office for Refugees has, during the year, rendered further important assistance to thousands of Russian, Armenian, Assyrian, Assyri-Chaldean, and Turkish refugees.

A draft Convention for the protection of these refugees was considered by an Inter-Governmental Conference in October and approved by the Advisory Inter-Governmental Commission for Refugees in December. The Convention provides for the issue of Nansen certificates to Russian, Armenian and assimilated refugees, and embodies undertakings by the contracting parties not to expel or refuse admittance to refugees unless such measures are dictated by reasons of national security or public order.

#### *Refugees from Germany*

The Assembly paid special attention to the position of Jewish and other refugees from Germany. It concluded that the problem could not be satisfactorily solved except by international measures, and it asked the Council to nominate a High Commissioner to negotiate and direct such international co-operation as might be required.

The Council, acting upon this decision, appointed a High Commissioner to work with a Governing Body consisting of the representatives of the States best able to assist the refugees. The High Commissioner is responsible to the Governing Body, and the relief work will be financed by private organisations. The Governing Body met at Lausanne in December and adopted a programme of work.

#### *XI. TECHNICAL CO-OPERATION WITH CHINA*

At the request of the Chinese Government the Council has taken steps to ensure continuous technical co-operation between the League of Nations and the National Economic Council of China.

A Committee of the Council, on which a representative of the United States participated as an observer, decided to appoint a technical delegate with instructions to furnish the Chinese Government with information upon the working of the Technical Organisations of the League and the way in which they might be used with a view to assisting in the reconstruction of China. It was understood that the technical delegate would also forward to the League any requests for special technical co-operation made by the Chinese Government, and would give the Chinese Government and



the National Economic Council any assistance which might be necessary in order to provide them with experts. He will also endeavour to co-ordinate on the spot the activities of the experts.

Dr. Rajchman, Director of the Health Section of the League of Nations, was appointed technical delegate.

## XII. BUDGET AND INTERNAL ORGANISATION.

### *Budget of the League of Nations.*

The Assembly in October approved the budget of the League of 1934, which amounted to 38,827,000 francs, a reduction of 83 per cent as compared with the previous year. The budget of the Secretariat amounted to 15,708,261 francs, representing a reduction of 93 per cent, as compared with 1932.

The Assembly this year made a serious effort to deal with the question of contributions in arrears. Certain definite steps were recommended; in particular, it was proposed that the question of contributions in arrears should every year be given full publicity by the Assembly.

The Assembly emphasised that it was especially necessary that the League should receive its current contributions. The Secretary-General stated in this connection that, if the actual revenue next year did not amount to more than 82 or 83 per cent. of the budget, it would not be possible to terminate the next financial period without a deficit.

The new Secretary-General of the League of Nations, M. Joseph Avenol, appointed at the end of 1932, formally took over his duties from his predecessor, Sir Eric Drummond, on June 30th.

### *The new League of Nations Buildings.*

The Secretary-General of the League took possession of the new League buildings on

behalf of the League of Nations on November 6th, in the course of a ceremony known as the "fixing of the branches," customary in European countries when the walls and roof of a building have been constructed.

The completion of the new buildings was celebrated as a remarkable achievement in international co-operation. For two and a half years five architects from France, Italy, Switzerland and Hungary have been in constant collaboration. Two international commissions, the Supervisory Commission of the League, which deals with all questions affecting the finances of the League, and a special Building Committee, appointed to supervise the process of construction, have carefully followed the development of the building and reviewed the expenditure incurred. The actual work of construction, moreover, was undertaken under a joint tender by five different firms, which entered into a special partnership for the purpose.

### *The League Wireless Station*

The Wireless Station, Radio Nations, has, during the year, performed important political services on behalf of the bodies of the League and the delegations accredited to it. It has, in particular, on occasions when certain disputes between States have been under consideration by the League, made it possible for direct and independent contact to be maintained between the bodies of the League and the missions which they have sent to the spot. Particularly important services were, for example, rendered by the station in connection with the Sino-Japanese dispute, and the report of the Special Committee of the Assembly was in February broadcast *in extenso*.

The station, moreover, enables the League to keep a numerous public outside Europe regularly informed of proceedings at Geneva, and information of the same kind will shortly be made available for the public in Europe.

## II.—POLITICAL QUESTIONS.

### DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The Chaco Commission, having spent the second half of November in Paraguay, left on December 1st for Bolivia, and arrived at La Paz on December 5th.

The Chairman of the Commission, M. A. del Vayo, received on December 18th from the President of the Republic of Paraguay a telegram proposing a general armistice, to run from midnight, December 19th, until midnight, December 30th.

The President of Paraguay at the same time asked the Commission to convene the representatives of the two parties with a view to negotiating conditions of security and peace. The Government of Bolivia accepted the proposal, and the Commission at once asked the representatives of the two countries to meet at Montevideo. The Commission left for Montevideo immediately and reached that city on December 23rd.

The Commission, on December 25th, heard

the Plenipotentiary of Paraguay, M. Zubizarreta, and the Plenipotentiaries of Bolivia, Messrs Castro Rojas, Alzastegui, and Pinto Escalier

The members of the Commission, on December 26th, were present at the closing meeting of the Pan-American Conference at Montevideo. The President of the Conference, in welcoming the Commission, assured it that it might rely on the moral support of the American nations. A resolution submitted by M. Cordell Hull, Secretary of State of the United States, was unanimously adopted. The resolution affirmed that Bolivia and Paraguay, Members of the League of Nations, were bound by the Covenant to settle their dispute by peaceful means. The League of Nations having, with their assent, instructed the Commission to bring about a cessation of hostilities and to find a solution of the dispute, the two parties were under an obligation to accept the procedure for settlement recommended by the Commission.

Another resolution, submitted by the Argentine delegation, also unanimously adopted, declared that, if the Chaco Commission thought it might conduce to a settlement, the Pan-American Union might, at an opportune moment,

convene a Conference of the adjacent States at Buenos Aires with a view to co-ordinating all the geographical and economic factors which might facilitate a solution of the dispute.

The Commission, on the same day, telegraphed to the two Governments proposing, in view of the short time remaining before the armistice expired, that it should be prolonged until January 14th at midnight. It further proposed that, in order to prevent the relations of the parties being disturbed by misgivings or complaints in regard to incidents which might arise, or failure to observe the armistice, neutral officers appointed by the Commission should be sent to the general headquarters of the two armies in order to collect all necessary information and data as to the observance of the armistice, and to bring this information to the knowledge of the Commission without delay with a view to an immediate settlement.\*

The Government of Bolivia accepted these proposals in their entirety. The Government of Paraguay agreed to a prolongation of the armistice until January 6th, and Bolivia assented to this proposal.

### III.—THE WORK OF THE LEAGUE OF NATIONS AND THE SEVENTH PAN-AMERICAN CONFERENCE.

M. Buero, Secretary-General of the Pan-American Conference, which met in December, 1933, for its seventh session, addressed to the Secretary-General of the League of Nations on August 7th, 1933, a letter suggesting that a memorandum should be prepared on the work done by the League of Nations relating to questions which had been placed on the programme of the Conference.

The Secretary-General of the Pan-American Conference particularly emphasised that it would be useful for the Conference to have at its disposal the results of the work of the League in order that the possibility might be avoided of the work of the League of Nations and of the Pan-American Conference proceeding on parallel lines, each being ignorant of what the other had achieved, to the detriment of the objects which both institutions were endeavouring to secure.

The Secretary-General of the League of Nations replied to this suggestion intimating that the various services of the League would undertake the preparation of such a memorandum.

This exchange of correspondence between two important international bodies, indicating

the advantages which might be derived from an exchange of information as to programmes and methods of work, though it was an innovation, seems only natural to persons interested in international questions or public opinion in general. Numerous members of the Pan-American Conference are also Members of the League of Nations and participate in every aspect of its work. Moreover, several members of the Pan-American Conference who are not Members of the League have nevertheless taken an active and useful part in numerous Conferences and Committees assembled under the auspices of the League.

The Secretariat of the League of Nations prepared a Memorandum of some sixty pages under the title "The Work of the League of Nations in relation to the agenda of the Seventh Pan-American Conference." Special emphasis was laid on the varied experiments which the League of Nations had made in connection

\* The Government of Bolivia, following the conclusion of the armistice, had complained that the forces of Paraguay had launched a further attack in the district of Mucioz. The representative of Paraguay accredited to the League of Nations replied to this protest on the part of Bolivia with a categorical denial.

with problems closely related to those placed on the agenda of the Pan-American Conference. The Chapters, however, devoted to the technical activities of the League in the different fields of economics, finance, transit, health and intellectual co-operation, merely indicated summarily the working of the appropriate bodies of the League.

The Memorandum was presented to the Conference by M. Julian Nogueira, Counsellor of the Secretariat of the League of Nations.

#### SUMMARY OF THE MEMORANDUM.

The first Chapter referred to the pacific settlement of international disputes and the competence of the League of Nations in respect of any questions affecting the peace of the world. It was emphasised that this principle applied specially to cases in which peace was threatened by a dispute between two Members of the League. The application of the procedure followed in the Sino-Japanese dispute, the dispute between Colombia and Peru, and the dispute between Bolivia and Paraguay was then considered.

This Chapter of the Memorandum dealt also with the development of procedures of pacific settlement, having regard to the rules applied to the above disputes. Attention was drawn to the fact that the Covenant particularly provides for a procedure of immediate consultation between the Members of the Council and the Assembly, which enables common efforts with a view to a pacific settlement to be begun without loss of time.

Reference was made in this Chapter to the procedure studied by the Conference for the Reduction and Limitation of Armaments with a view to co-ordinating efforts made for the maintenance and restoration of peace.

Attention in this connection was drawn to the Convention on Financial Assistance to be accorded by means of loan guarantees in the event of an international dispute likely to lead to a breach of the peace or in case of war; to the acceptance by States of the obligation not to resort to force for the settlement of their disputes, to the General Act under which parties (subject to the limiting reservations contained in Article 39 of the General Act) are obliged to submit their disputes of any kind, if it should prove impossible to settle them by diplomatic means, to a procedure of conciliation, to the Permanent Court of International Justice, or to an arbitral tribunal; and to the questions of sanctions—in other words, the steps to be taken by States when one of them, violating its undertakings to accept a pacific settlement, resorted to force.

The second Chapter of the Memorandum relates to the codification of international law. Progress in this direction had been made before the war by the establishment of an international union, and the conclusion, at Conferences held in the two hemispheres, of treaties embodying rules of international law. This Chapter deals with the results of the Conference held at The Hague in 1930, which dealt with the following items: (1) nationality, (2) territorial waters (a term for which the competent committee of the Conference decided to substitute the expression "territorial sea"), and (3) the responsibility of States for damage caused on their territories to the persons or property of foreigners. The evolution of the codification movement is described from the Hague Conference of 1930, with special reference to the question of the nationality of women as part of the general problem of the codification of international law in respect of nationality.

The third Chapter deals with the work of the Economic and Financial Organisation of the League of Nations, and reviews successively the work of the Economic Organisation of the League, the work of the World Economic Conference of 1927 at Geneva, the work of the Financial Organisation of the League, the work of the Fiscal Committee, the work of the Committee of Statistical Experts and the work done in the field of economic studies. Emphasis is laid on the fact that the progress of these studies, based on research, is only possible with the close and continuous co-operation of the statistical offices of the various Governments.

The fourth Chapter, dealing with international communications and transit, points out that the Communications and Transit Organisation of the League is, of all its technical organisations, the oldest and has the most highly developed constitution. The Chapter refers, in particular, to questions concerning the territorial sea, to maritime questions, the protection of tourism, inland navigation, railway transport and air navigation.

The fifth Chapter deals with social questions, that is to say with the work of the Child Welfare Committee of the League of Nations and the work of the Advisory Committee on the Traffic in Women and Children.

In regard to child welfare, emphasis is laid on the connection existing between the work done by the League and the work done by the International Child Welfare Association created at Brussels in 1921, in view of the fact that the Pan-American Child Welfare Institute at Montevideo was organised on the lines of the Association at Brussels. The child welfare work under-

taken by the League is directed especially to hygiene, education, child labour, the moral and legal protection of children, the return to their homes of children and young people, assistance to foreign minors, the recognition and execution of maintenance orders abroad.

The sixth Chapter, devoted to intellectual co-operation, recalls that the League of Nations from the outset has been anxious to secure a better organisation of intellectual work. The task of the three permanent bodies dealing with intellectual co-operation is described. the Intellectual Co-operation Section of the Secretariat of the League, the International Institute of Intellectual Co-operation and the International Educational Cinematographic Institute in Rome

The seventh and eighth Chapters of the Memorandum deal with questions relating to health and the campaign against narcotics. Reference is made to the recommendations of the European Conference on Rural Hygiene for the improvement of workers' dwellings, and the work of the Health Organisation in the field of infant mortality, which was extended to Latin-America in 1927. Allusion is made to the application of existing regulations regarding hygienic conditions and the purity of food-stuffs and drugs to all such products exported to other countries; to practical forms of social assistance; and to the efforts made by the Health Organisation for the standardisation of vital statistics

The Memorandum, in dealing with the campaign against narcotics, describes the work of the Advisory Committee on the Traffic in

Opium and other Dangerous Drugs and of the Permanent Central Opium Board. Reference is made to the various international Conventions relating to narcotics

Emphasis is laid on the fact that the campaign against narcotics is becoming increasingly universal. The Memorandum insists that Governments should remain fully aware of the numerous difficulties which still remain to be overcome. It draws attention to the fact that it is indispensable for States not yet parties to the Conventions to accede as soon as possible, and on the urgent need for a common effort to put down the illicit traffic and, more particularly, the clandestine manufacture of drugs in certain countries.

The Annex attached to the Memorandum reproduces declarations and exchanges of correspondence concerning Article 21 of the Covenant (regional understandings). It includes a statement by M. Cantilo, representative of the Argentine Republic in February, 1928, made before the Committee on Arbitration and Security, when a memorandum on various articles of the Covenant was examined, an exchange of correspondence between the Council of the League and the Government of Costa Rica in 1928, following an invitation by the Council to Costa Rica to resume her collaboration with the League, a statement by the Mexican Government in September, 1931, at the time of her accession to the League of Nations; and a declaration made by the Argentine Government in September, 1933, when notifying its definitive accession to the League.

#### IV.—THE TECHNICAL ORGANISATIONS.

##### 1. ECONOMIC AND FINANCIAL ORGANISATION.

###### (a) *Monetary and Economic Conference.* *Customs Truce.\**

During the month of December the Governments of South Africa, Brazil, Egypt, Estonia and Latvia successively gave notice for the denunciation of the Customs Truce established under the Agreement of May 12th, 1933.

###### (b) *Work of the Committee of Statistical Experts.*

The Committee of Statistical Experts, appointed under Article 3 of the Convention relating to Economic Statistics concluded in 1928,† met at Geneva from December 7th to

12th, under the chairmanship of Mr. Flax (United Kingdom)

The chief question on the Committee's agenda was the consideration of the results of investigations made into statistics of the international trade in certain products. These investigations were carried out in accordance with the Convention of 1928, which lays down that the "High Contracting Parties . . . undertake . . . to prepare for the purpose of experiment statistical tables" showing the countries of origin and destination of certain articles, and the quantities imported and exported

Reports were available from the following seventeen countries: Austria, Bulgaria, Canada, Denmark, Egypt, France, Greece, the Irish Free State, Italy, the Netherlands, Norway, Portugal, Sweden, Switzerland, Union of South

\* See Monthly Summary, Vol. XIII, No. 11, page 257

† See Monthly Summary, Vol. VIII, No. 12, page 495.

Africa, United Kingdom, and Germany (which has not yet formally ratified the Convention). These reports indicate the conclusions arrived at in each of these countries as to the desirability of showing, in respect of imports, the country of origin or production, the consigning or exporting country and the purchasing countries; in respect of exports, the country of consumption, the country of consignment or destination and the country of sale.

A study of these reports has brought to light the advantages and disadvantages of the various systems. The Committee realised that it was impossible to reach any real basis of comparison between import statistics and the corresponding export statistics, as exporters are often unaware of the final destination of their goods, and seldom made inquiries regarding it.

The Committee, while it was unwilling to abandon the principle of indicating the destination of goods in export statistics, nevertheless considered that it should be possible to determine the currents of international trade, which the statistics had been devised to show, from the import statistics.

Under the system which appeared to be preferred by the great majority of countries, the country of origin rather than that of purchase or consignment is recorded in the import statistics. The Committee, therefore, stipulated that those countries which do not at present record their imports according to the country of origin, should be requested to do so in respect of certain selected goods, and recommended that the Secretariat should be kept in touch with the information thus obtained and asked to analyse it.

Further, the Committee drew up a Minimum List of commodities which should be mentioned in international trade statistics. This list is based on the system of unified customs nomenclature drawn up by the customs experts of the League of Nations. This work is not yet completed. The list will be further considered and communicated to States and to the Committee of Experts for the Unification of Customs Nomenclature.

As regards the problem of fixing a uniform base year for price index numbers, the Committee decided that no post-war period fully satisfied the desiderata, and stated that it would be premature to attempt to settle this matter at present.

The Committee noted certain studies undertaken for the improvement of mineral and metallurgical statistics.

Finally, in accordance with a recommendation contained in the report of the London

Monetary and Economic Conference, 1933, providing for the organisation of rational statistics of the production of, and international trade in, timber, the Committee appointed a special Sub-Committee which was composed as follows: M. Jahn (Norway), Mr. Coats (Canada), and M. Dore (representing the International Institute of Agriculture).

The following experts took part in the Committee's work: Mr. Durand (United States), M. Huber (France), M. Jahn (Norway), M. Methorst (Netherlands), M. Szturm de Sztrem (Poland), M. Colombo (Italy), M. Gayon (French), Associate Member of the Committee, Mr. Nixon, representing the International Labour Office, and M. Dore, representing the Bureau of General Statistics of the International Institute of Agriculture.

## 2 COMMUNICATIONS AND TRANSIT. WORK OF THE ADVISORY COMMITTEE.

The Advisory Committee for Communications and Transit held its eighteenth session from November 29th to December 1st, 1933. It reviewed, as usual, the work of the various Committees of the Transit Organisation during the past year, and made the necessary arrangements for a continuation of that work. It deemed it desirable, in view of present circumstances, and particularly in view of the financial situation of the world, either to postpone the continuation of certain tasks or to proceed more slowly with certain items.

The Committee, moreover, considered certain disputes with which it was called upon to deal as an organ of conciliation.

*Contentious Cases.*—The Committee considered three disputes submitted to it as a result of petitions presented to the Council by the Railway Company Radkersburg-Luttenberg, Vienna, the Railway Company Bares-Pakrac, Budapest,\* and the Railway Company Torontal, Budapest.

The Committee endorsed the views of the Special Committee concerning the first two disputes, and recommended the Council to appoint arbitrators to settle them in view of the fact that the conciliation procedure had not been successful. The Committee, after considering the third dispute, concluded that a further period was necessary in order that the negotiations in progress might go forward.

The Committee, moreover, noted a *modus vivendi* which provisionally settled a dispute concerning the competence of the European Commission of the Danube in respect of the

\* See Monthly Summary, Vol. XIII, No. 1, page 12.

sector Braila-Galatz. The Committee has been required to deal with this dispute on several occasions.

*Inland Navigation.*—The Permanent Committee on Inland Navigation, reporting on the work of its last session,\* noted that the time had not yet come to take any steps with a view to securing an international agreement regarding navigation on inland national waterways. It proposed, however, to consult the Governments as to the co-ordination and codification of certain provisions in the regulations applying to inland navigation, particularly the provisions concerning right of way, lights, signals, etc

*Buoyage and Lighting of Coasts* †—The Committee noted a report and a draft agreement on the unification of the rules for the buoyage and lighting of coasts framed by the Preparatory Committee which had been instructed to continue the work of the Lisbon Conference. It decided to forward these provisions to all the Governments concerned.

The Committee recommended that the administrations and services concerned in the various countries should exchange information on other technical subjects connected with the regulation of maritime navigation, and should hold periodical meetings. The utility of such collaboration had been shown on the occasion of the preparation of the inquiries with a view to an international unification of maritime signals.

*Merchant Shipping*—The Communications and Transit Section and the Economic Relations Section of the Secretariat of the League collected information on the present situation, with a view to the discussion of the problem of shipping bounties and subsidies by the Monetary and Economic Conference in London, which considered this question without reaching any definite conclusion ‡. The Committee decided to continue to collect the necessary data.

*Smuggling of Alcohol.*—The Finnish Government recently asked the Transit Committee to consider proposals for the repression of the smuggling of alcohol in Finnish waters and for an international consideration of the steps which might appropriately be taken to prevent the misuse of the flag, and to facilitate pursuit

by the Finnish authorities of ships suspected of smuggling.

The Committee, after a thorough consideration of the question, recorded its opinion that bilateral agreements, by which States would consent not to make use of certain prerogatives which they are recognised to possess in international law, were calculated to ensure a practical solution of the problem, it being understood that they would not be regarded as prejudicing the freedom of maritime communications within the meaning of Article 23 (c) of the Covenant.

*Road Traffic*—The Committee decided to forward to the Governments the recommendations made by the Permanent Committee on Road Traffic §. These recommendations deal (1) with the height at which road signals should be placed; (2) with the signs to be made by the drivers of motor-cars; (3) with the triptych system; (4) with the recommendations made by the Permanent International Commission for First Aid on the Road with regard to the signals to be used by motor ambulances, and the facilities to be accorded in the crossing of frontiers.

The Committee, however, did not think it possible to forward to the Governments in its present form a recommendation of the Permanent Committee concerning a scheme put forward by the drivers of automobiles for the introduction of compulsory examinations prior to the grant of a driving licence. It also decided that, before forwarding another recommendation of the Committee relating to the establishment of statistics of accidents on the road and their causes, it would need further information on the statistics at present existing. It asked the Secretariat to collect this information. Finally, the Committee, in dealing with the question of the system applied to commercial road transport, noted a decision of the Permanent Committee to the effect that the further examination of the question should, for the moment, be postponed.

*Co-operation with the Chinese and Siamese Governments*—The Committee considered a report on the development of co-operation between the Communications and Transit Organisation and the Chinese Government. M. Woo, on behalf of his Government, thanked the Committee.

The Committee noted that successful co-operation had been established between the Transit Organisation and the Siamese Government for the study of improvements to be

\* This meeting was held on November 27th and 28th. The following took part: M. Silvain Dreyfus, Chairman, M. de Ruelle (Belgium), M. Krbec (Czechoslovakia), M. Dietrich von Sachsenfels (Hungary), M. Rossetti (Italy), M. Schlingemann (Netherlands), M. Yovanovitch (Yugoslavia).

† See Monthly Summary, Vol. XIII., No. 7, page 170.

‡ See Monthly Summary, Vol. XIII., No. 7, page 156.

§ See Monthly Summary, Vol. XIII., No. 5, page 120.

effected in the port of Bangkok, both in respect of access and equipment.

*Other Questions* —The Committee, after having examined proposals submitted by various Governments for the unification of transport statistics, decided to adjourn any further action. It noted a similar decision regarding the work in progress upon other questions, such as passport and visa formalities for migrants, the transport in transit of electrical energy and the regulation of the international distribution of electrical energy in Europe.

The Committee noted the observations made by the Governments on a draft system of rules relating to the tonnage of ships and the relevant documents, and asked the President and the rapporteur of the Technical Committee to submit a report on those observations.

The Committee noted the progress made with the inquiries into the question of public works and the decisions taken by the Monetary and Economic Conference in London\* and by the last Assembly †.

Up to the month of March the Sino-Japanese dispute gave rise to considerable activity, and numerous telegrams were exchanged with the Far East.

Wireless communications with Japan were frequent during the first months of the year.

In addition to the weekly broadcasts of the Secretariat of the League of Nations an experiment in duplex wireless communication was successfully made on October 5th and 6th with the Italian vessel "Conte Rosso," which was in the harbour of Shanghai. The experiment gave complete satisfaction.

The League wireless station was used on several occasions for official broadcasts of the League of Nations, particularly in connection with the Sino-Japanese dispute, the dispute between Bolivia and Paraguay, and the dispute between Colombia and Peru.

The Committee considered that the results achieved were entirely satisfactory.

Finally, the Committee examined and approved a report on the working of the wireless station of the League of Nations in 1932.

The following members took part in the work of the session: M. de Dietrich de Sachsenfels (Hungary), M. Silvain Dreyfus (France), M. de Castro (Uruguay), M. Herold (Switzerland), Mr. Keane (United Kingdom), M. Jensen (Denmark), M. Yokoyama (Japan), M. Krahe (Spain), M. Krbec (Czechoslovakia), M. Moderow (Poland), M. Nordberg (Finland), M. Sinigaglia (Italy), M. de Vasconcellos (Portugal) and M. Woo (China). M. Krahe (Spain) was appointed Chairman, and M. Moderow (Poland) and M. Woo (China) Vice-Presidents.

## V.—INTELLECTUAL CO-OPERATION.

### I. WORK OF THE EXECUTIVE COMMITTEE.

The Executive Committee of the International Committee on Intellectual Co-operation held its eleventh session in Paris on December 19th and 20th.

The Committee paid a tribute to the memory of M. Paul Painlevé, member of the International Committee on Intellectual Co-operation and President of the Governing Body of the International Institute, and suspended its meeting for several minutes as an expression of sympathy. It noted that the Council of the League of Nations had appointed M. Edouard Herriot, deputy, former Prime Minister of France, former Minister of Education, to succeed M. Painlevé.

#### (a) Development of the Intellectual Co-operation Organisation.

The Committee noted that M. Krüss had resigned as a result of Germany's withdrawal

from the League, and discussed the effects which his retirement might have on the Intellectual Co-operation Organisation. It drew attention to the fact that several States which are not members of the League of Nations co-operate in the work of intellectual co-operation, and expressed a unanimous desire that, in view of the fact that its work was in no respect political, but purely intellectual, Germany's co-operation, which had begun before Germany became a Member of the League, might be continued.

The Committee emphasised the necessity for increasing as far as possible the contacts between the various countries, especially with the Union of Socialist Soviet Republics which, up to the present, had taken no part in its work.

#### (b) Conversations.

The Committee decided, in principle, that a further "conversation," as a sequel to those held at Frankfurt (on Goethe, in May, 1932) and at Madrid (on the future of civilisation, in May, 1933, should take place, probably at

\* See Monthly Summary, Vol. XIII, No. 7, page 161.

† See Monthly Summary, Vol. XIII, No. 10, page 233.

Oxford, in 1934. The subject and the persons to be invited will be decided later.

#### (c) *National Committees*

Five National Committees on Intellectual Co-operation were invited to send representatives to the plenary session of the Committee on Intellectual Co-operation in 1933\*. This precedent will be followed in 1934. The Committee decided to invite this year the representatives of the National Committees of Bulgaria, Finland and Norway, and the delegates of Brazil and Mexico accredited to the International Institute of Intellectual Co-operation will also be asked to attend the meeting.

The Committee also considered whether representatives of Persia and Turkey might be asked to attend the meeting as observers.

#### (d) *Moral Disarmament*

The Committee noted the work which has recently been done as regards moral disarmament by the special Committee of the Conference for the Limitation and Reduction of Armaments†. It noted with satisfaction that the draft prepared by the Committee on Moral Disarmament was, to a great extent, based on the suggestions which the Committee on Intellectual Co-operation had submitted in July last.

It expressed the hope that the Conference for the Reduction and Limitation of Armaments would resume its work and that the draft text regarding moral disarmament would be inserted in the general Convention.

#### (e) *Cinematograph*

The Committee expressed its regret that it had not yet been possible to produce educational films dealing with the League of Nations. It recommended that the efforts at present being made by the national groups concerned should be encouraged, and emphasised the value it attached to the preparation by the International Education Cinematographic Institute of short film scenarios dealing with the work of the technical organisations of the League.

In view of the fact that it is the intention of the Committee on Intellectual Co-operation to proceed by stages in the establishment of a general programme of the work of the Intellectual Co-operation Organisation in connection with the cinematograph, the Committee recommended that the Institute should co-operate as

actively as possible in the preparation of the Educational Cinematographic Congress which will take place next April.

Finally, it expressed the desire that the Institute of Intellectual Co-operation should undertake a study of the intellectual rôle of the cinema and submit a programme of work to the Executive Committee at its next session.

#### (f) *Broadcasting*

The Twelfth Assembly of the League of Nations requested the Intellectual Co-operation Organisation to study the international problems raised by broadcasting. The experts consulted by the Institute decided that an international agreement should be concluded. The Committee on Intellectual Co-operation, the Council and the Assembly have approved this suggestion, and a draft has been prepared and carefully considered by the Institute in co-operation with well-known experts. The Executive Committee asked the Council to request the Secretary-General to communicate this draft agreement to States Members and non-members of the League of Nations.

#### (g) *Intellectual Rôle of the Press*

The Thirteenth Assembly asked the Intellectual Co-operation Organisation to study the question of the intellectual rôle of the press. The Committee noted with satisfaction the resolution passed by the Madrid Press Conference on the volume entitled "The Intellectual Rôle of the Press," published by the Institute. This work was the result of collaboration between M. Saunier Cano, of "La Nación," M. H. de Jouvenel, former Editor-in-Chief of "Le Matin," Mr. Kingsley Martin of "The New Statesman and Nation," Mr. Paul Scott Mowrer of the "Chicago Daily News," and M. Friedrich Sieburg of the "Frankfurter Zeitung."

#### (h) *Work of the Institute of Intellectual Co-operation*

The Committee noted the work done by the Institute of Intellectual Co-operation during the first quarter of the working year 1933-34, reviewing in particular the Convention for the repatriation of works of art illegally removed from national artistic heritages; the preparation of an International Conference on Museography, to be convened at Madrid in October, 1934; the constitution of an international committee on historic monuments; the work of the International Centre of institutes of archaeology, history and art; and the collection of Spanish-American classics, two volumes of

\* See Monthly Summary, Vol. XIII, No. 7, page 168.

† See Monthly Summary, Vol. XIII, No. 11, page 251.



which have already appeared. Six new works (by writers in Venezuela, the Argentine Republic, Brazil, Cuba and Porto Rico) will shortly be issued.

The following were present at the session: Professor Gilbert Murray, Chairman of the Committee on Intellectual Co-operation; Madame Curie-Sklodowska, M. de Reynold (Switzerland), Sir Frank Heath (United Kingdom) and M. José Castillejo (Spain).

M. Rocco, who was unable to attend, sent an observer, M. Juliano, Secretary of the Italian National Committee on Intellectual Co-operation.

M. F. Maurette represented the International Labour Organisation.

## 2. NATIONAL COMMITTEES.

The South African Ministry of Education recently decided to set up a National Committee on Intellectual Co-operation, which is to be in direct contact with the International Organisation. It consists of representatives of the principal educational associations and institutions in the South African Union.

The Australian League of Nations Union, at a Conference held at Melbourne, addressed an official request to the Australian Government for the appointment of a similar Committee.

Further, a National Committee on Intellectual Co-operation has been created at Damascus under the chairmanship of the President of the Syrian Republic.

## VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

### TRAFFIC IN OPIUM: WORK OF THE SUPERVISORY BODY \*

The Supervisory Body created under the 1931 Convention for the purpose of examining the estimates of their drug requirements submitted by Governments, and of framing estimates in cases where they have not been supplied, has issued its statement on the estimates of world requirements for 1934.

The statement, which has been forwarded to Governments by the Secretary-General, shows the maximum drug requirements of the world for medical and scientific purposes and the absolute maximum quantities of narcotics drugs to be manufactured in 1934.

The estimates contained in the statement relate to fifteen different narcotic drugs which are recognised as dangerous, but of these only five are of real importance on account of the quantities required. These are morphine, heroin, codeine, diionine and cocaine.

The Limitation Convention covers a very large number of drugs—many thousands in fact—but, as the estimates received relate to only fifteen drugs, it may be assumed that the others are not at present used for scientific and medical purposes. The figures for the five principal drugs include about forty tons of morphine, one and a half tons of heroin, twenty-six tons of codeine, two and a quarter tons of diionine and five and a half tons of cocaine. These quantities added together would not represent the world total, as heroin, codeine and diionine are derivatives of morphine, and the quantities necessary for the manufacture of these three drugs are included in the forty

tons of morphine. The amount of morphine required for use as such is eight and three-quarter tons, whereas the amount required for conversion into other drugs is twenty-nine and a half tons, of which about twenty-eight tons are for codeine and diionine alone. These drugs are not considered as habit-forming, although they are convertible into habit-forming drugs.

The Supervisory Body points out in its statement that in spite of the fact that it has secured considerable reductions in the amounts estimated for several of the drugs, especially morphine, the estimates supplied by manufacturing countries and the estimates for codeine and diionine give a total figure for morphine greatly in excess of the amount reported by Governments as used annually during the past two years. The reasons for this situation are as follows: first, there is a complete lack of data as regards codeine and diionine, which have only just been placed under the Opium Convention, and therefore have only recently been brought under control by national legislation; secondly, there is a wide and increased use made of codeine to replace drugs of addiction, such as morphine or heroin; thirdly, a number of countries which have recently established drug factories and expect to obtain a part of the export trade have sent in estimates for considerable quantities. These quantities, however, will only be manufactured in so far as orders for export are received.

As the Supervisory Body points out, this position will adjust itself under the Limitation Convention as the data in regard to the actual consumption of codeine and diionine become available, and as the new manufacturing

\* See Monthly Summary, Vol. XIII, No. 10, page 225.

countries find what export orders for codene and dionne they are in fact able to obtain

Forty-five countries submitted estimates for consideration by the Supervisory Body, and separate estimates were received in respect of eighty-three colonies, protectorates, mandated territories, etc. The Supervisory Body itself framed estimates for twenty-three countries and thirty-one colonies in respect of which none had been received

The statement represents an organisation on a world-wide scale of the drug industry and the trade in and consumption of drugs. In the case of the manufacturing countries the estimates determine the maximum limits within which manufacture may take place under the

conditions laid down in the Convention, and the extent to which the parties to the Convention may export drugs, not only to each other, but also to States not parties to the Convention

The Supervisory Body recognises that the task of the Governments in applying the Convention and in calculating their estimates has been much more difficult in this first year of the application of the Convention than it will be in subsequent years. The Supervisory Body itself had to contend with serious difficulties, as many Governments had found it impossible to send in their estimates in time, and as it was faced with an entirely new and complicated task.

## VII.—ADMINISTRATIVE QUESTIONS.

### FIFTY-FIFTH REPORT OF THE SAAR GOVERNING COMMISSION,

The Governing Commission of the Saar has forwarded to the Council of the League of Nations its fifty-fifth report on the situation of the Territory.

The report, which is summarised below, covers the activity of the Commission during the third quarter of 1933

#### I General Situation.

The Governing Commission calls the attention of the Council of the League of Nations to developments in the political situation in the Saar. It reminds the Council that these developments have caused it to take, since May, 1933, a series of measures intended to safeguard public order and security. It notes that the political situation has continued to become more acute during the third quarter, as is shown by an increasing number of political incidents and the serious character of some of them.

The Commission draws attention to the attitude adopted by the National Socialist Party, which "in the desire to establish a *de facto* authority by the side of the *de jure* government has endeavoured to achieve this object by giving to the activities of the population, in whatever sphere they may be exercised, and however harmless they may be, a political colour."

The Commission adds that, apart from these efforts of a political character, the National Socialist Party shows in all fields of public and private life within the Territory an activity which takes the form of a continuous campaign of threats, denunciations and disguised boycotts

directed against inhabitants of the Territory suspected of not sharing its political ideas

The Commission states in its report that the National Socialist Party, not very scrupulous as to the means "which may enable it to impose its will, and not hesitating to convey the impression that all those opposing it will pay the penalty for their present attitude after the plebiscite, has succeeded in creating in the Saar an atmosphere of intense excitement which has given rise to a reaction among the other political parties which have refused to submit to this form of agitation. This situation has resulted in an increase in acts of violence and terrorism."

The Commission explains that the measures which it has been able to take, though to some extent preventing the Saar Press from disseminating threats and intimidation, have on many occasions been rendered fruitless by anonymous manoeuvres for which the responsible authors have not always been found. It has been obliged to prohibit a certain number of newspapers in the Saar (three for fifteen days and nine for one week), as well as certain daily papers and publications outside the Territory (five until further notice; one for 76 days, one for 32 days)

The Commission is of the opinion that this pressure—exerted generally not only upon individuals but upon trade unions, political parties, sporting or artistic associations and even upon the Church—is especially dangerous when it is brought to bear on the Civil Services. The Commission, which has for a long time been considering the consequences which may arise from propaganda of this character on the administration of the Territory, represents that it had reason to hope that the assurance

given to officials of the Saar as a result of the discussions and Resolution of the Council of May 27th, 1933,\* would have sufficed to relieve the situation. Unfortunately these hopes—which were quite legitimately entertained—have been disappointed, and the Commission has been obliged to face the facts in view of the evident results of the policy of intimidation adopted by the National Socialist Party. In certain cases regrettable failures of duty have occurred, and in other cases official secrecy has been deliberately violated and internal instructions or regulations have been prematurely communicated to the Press.

The Commission—whose duty it is to protect all the inhabitants of the Territory without respect to their origin, opinions, faith or nationality, and not to forget that the popular consultation contemplated at the end of the present régime must be held subject to conditions of complete independence—states that in these circumstances it finds itself obliged to adopt exceptional measures. These measures are under consideration, and the Council of the League of Nations will be informed of them at a later stage.

This part of the report was adopted by the Governing Commission against the vote of the Member, inhabitant of the Saar Basin.

The Commission, in the chapter of its report dealing with economic affairs, draws attention to the attitude adopted by the Chamber of Commerce of Saarbrück. It recalls that the President of the Chamber of Commerce of Saarbrück, on July 10th, 1933, delivered a speech in which he clearly entered the political field.

The Commission has hitherto been careful to leave the Chamber of Commerce of Saarbrück a wide discretion and has made small use of its rights of supervision conferred upon it by the laws in force. As a result, however, of the attitude adopted by the President of the Chamber, who replied to its observations "in terms which no Government could tolerate," the Commission considered that it was impossible in present circumstances to allow the Chamber of Commerce of Saarbrück to become a centre of political agitation. It has therefore prepared a draft decree under which it will be able to prohibit Chambers of Commerce from entering the political field, and prescribing for them a strict neutrality in matters of faith.

This part of the report of the Commission was adopted against the vote of the Member, inhabitant of the Saar Basin.

## II. Economic and Social Situation.

The report gives data in figures concerning

\* See Monthly Summary, Vol. XIII., No. 5, page 124.

the production of coal, coke, pig iron and the cost of living.

The improvement in the matter of unemployment continues. The number of unemployed decreased from 36,408 on June 21st, 1933, to 35,302 on September 27th. At the same date in the previous year the number of unemployed increased from 40,188 to 40,319.

The allocation of relief to the unemployed has from July 1st, 1933, been subject to a new series of regulations. In view of the fact that it is not possible to foresee the effects of these regulations, the duration of the validity of the decree under which they were issued was limited to March 31st, 1934. The Commission, however, reserves the right to extend it.

397,000 francs have been divided among nine communes for the execution of productive works by the unemployed.

## III. Administrative Activities.

The system of housing control applied in the Saar Territory under the decree of July 30th, 1931, has been suppressed in two new communes. There are 285 communes in the Territory. Control is now suppressed in 278 communes, representing 543,868 inhabitants out of 770,000 inhabitants of the Saar Basin.

The budgetary effectives in the police forces amounted on September 30th, 1933, to 1,005 men.

The improvement noted in previous months in the railway goods traffic has been maintained. The number of travellers by rail was especially considerable during the summer, and brought in a supplementary revenue in the neighbourhood of 2,000,000 francs.

## IV. Public Education.

The Cinema service of the Department of Public Education has, during the quarter, given 517 performances in 187 localities (about 308,970 metres of film). 46,925 pupils have attended.

The figures in respect of the teaching staff and pupils in the various schools of the territory of the Saar were as follows:

	Teachers	Pupils.
(1) Primary Schools ..	2,528	121,259
(2) Upper Primary Schools ..	67	1,519
(3) Training Schools ..	246	17,572
(4) Secondary Schools ..	496	9,248
(5) Special courses (supplementing teaching in the country) .. .. .	13	565

The Governing Commission of the Saar has issued instructions to the effect that all political activities in schools are prohibited.

## VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS

## INTERNATIONAL ENGAGEMENTS. REGISTRATION OF TREATIES.

The Treaties and international engagements registered with the League Secretariat during December include the following:

A Treaty of Conciliation, judicial settlement and arbitration between Denmark and Turkey (Geneva, March 8th, 1932), presented by Denmark;

A Treaty of Judicial Settlement, arbitration and conciliation between the Netherlands and Turkey (Geneva, April 16th, 1932), presented by the Netherlands;

A Convention of Commerce and Navigation, with Protocol, signed at Tallinn on June 23rd, 1932, between Spain and Estonia, presented by Estonia;

A Treaty for the avoidance of double taxation in the field of direct taxes, and concerning judicial assistance as regards taxation between Austria and Poland (Vienna, April 22nd, 1933), presented by Poland;

An Additional Convention to the Treaty of Friendship, Commerce and Navigation of February 2nd, 1825, between the Argentine Republic and Great Britain (London, May 1st, 1933), and a Supplementary Convention with Protocol and Annexes (Buenos Aires, September 26th, 1933), presented by the Argentine.

A Convention regarding social insurance between Germany and Czechoslovakia (Berlin, March 21st, 1931), presented by Czechoslovakia.

## IX.—NEW LEAGUE PUBLICATIONS.

## 1. BALANCE OF PAYMENTS.

*Change in the Relative Position of Gold and Paper Countries.*

Recent figures showing the balance of international payments of various countries afford evidence of the effect of the depreciation of the gold value of currencies upon balances of international accounts (trade in goods and services, gold, long and short term capital transactions). Complete accounts for 1931 and 1932 are available for 18 countries, 9 with stable and 9 with depreciating currencies; the former recorded a credit balance on account of goods and services of \$288 million in 1931 but a debit balance of \$63 million in 1932, while the latter "improved" their balance by \$534 million.

Moreover, there are signs that this movement continued during 1933. In the course of the first nine months of that year the gold and foreign currency reserves of the central banks in countries with depreciating currencies (not counting the United States) appear to have increased by over \$500 million gold, while those of countries with stable currencies fell by a similar amount.

A redistribution of liquid assets between the two groups of countries is thus taking place. Many countries with depreciated currencies buy gold or foreign exchange. The funds which thus move in the direction of certain countries on gold are used by them to meet the deficit in their current international transactions.

Undoubtedly the changes thus taking place imply an adjustment of previous disequilibria; but there is a danger of developments being

carried beyond the point where normal economic relations between nations can be resumed and maintained.

A characteristic achievement of this transitional period of adjustment, which now exceeds two years, is the equilibrium which a number of debtor countries have attained in their balance of payments and the ensuing improvement of their credit which has taken place without the help of foreign capital. Many of these countries have been able to convert their outstanding loans (domestic and foreign) and thus alleviate the burden of their debt.

Further details of recent development in international business and capital transactions are contained in the League of Nations publication, "Balances of Payments, 1931 and 1932" (191 pages, price 6s.; \$1.50), which has just appeared. The volume not only gives a descriptive account of events but is also a valuable source of reference, in fact the only one of its kind. Detailed international accounts are shown for 32 countries over a series of years, in most cases up to 1932 inclusive, and in a comparative table comprising all the countries dollar figures are given for the balances of the main groups of items. Special synoptic tables show international transactions in individual items, such as interest and dividends, emigrants' remittances, tourists' expenditure and long-term capital transactions.

## 2. MONTHLY BULLETIN OF STATISTICS

The *Monthly Bulletin of Statistics* published by the Economic Intelligence Service of the

League of Nations contains interesting information on the movement of world trade. It gives a table indicating for 60 countries the value of their imports and exports expressed in gold dollars, and a graph showing the movement in the value, prices and volume of world trade since 1929.

The figures for October, 1933, show a further increase in the total value of international trade as compared with the previous months. The increase is 8.3 per cent. for imports and 16.3 per cent. for exports as compared with April, 1933, and 4.7 per cent. and 2.1 per cent. respectively as compared with September. This last improvement was partly due to a seasonal variation.

In spite of the continuous improvement shown during the last six months, the value of imports in October, 1933, represents only 36 per cent. of the monthly average for the year 1929 and only 37 per cent. in respect of exports. Nevertheless, while in the previous years of the depression the value of world trade was

invariably lower in the autumn than in the spring, the contrary is the case in 1933. That is a very characteristic phenomenon. It may indeed be asked whether a decisive turn in the direction of an increase has not been taken since the spring of 1933. In view of the fact that gold prices have fallen relatively little since the summer of 1932, and that they have remained fairly stable since the beginning of 1933, the volume of world trade shows since the month of August of last year, and particularly since the first quarter of 1932, a slight tendency to increase.

The same issue of the *Bulletin* contains a special graph showing the movement of wholesale prices since September, 1931, in 36 countries in all parts of the world. In the case of Europe a distinction has been drawn, in grouping the indices, between countries on the gold standard without restrictions, countries in which there is an official control of the exchanges and countries with a paper currency.

#### X.—FORTHCOMING LEAGUE MEETINGS.

January 15th—Seventy-eighth Session of the Council, Geneva.

January 17th—Permanent Central Opium Board, Geneva.

January 22nd—Committee on the Allocation of League Expenses, Geneva.

January (?)—General Commission of the Conference for the Reduction and Limitation of Armaments, Geneva.

February 1st.—Supervisory Commission, Geneva.

# THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

## 1. SESSIONS OF THE COURT.

The thirtieth (extraordinary) session of the Court, which began on October 20th, was closed on December 15th, 1933. This session was devoted to the suit brought as an appeal from an award made on February 3rd, 1933, by the Hungaro-Czechoslovak Mixed Arbitral Tribunal (see No. 2 below).

In accordance with Article 27 of the Rules, the ordinary session for 1934 (31st session) will begin on February 1st next.

## 2. THE APPEAL FROM AN AWARD MADE ON FEBRUARY 3RD, 1933, BY THE HUNGARO-CZECHOSLOVAK MIXED ARBITRAL TRIBUNAL (CZECHOSLOVAKIA--HUNGARY).\*

On November 1st, 2nd, 3rd, 4th, 6th and 7th, the Court heard the continuation of the arguments presented on behalf of the Hungarian Government by M. Gajzago, and on November 8th, 9th, 10th, 11th and 13th, the Reply and Rejoinder made respectively by M. Koukal, on behalf of the Czechoslovak Government, and by M. Gajzago, on behalf of the Hungarian Government.

On December 15th the Court gave judgment in the case by 12 votes to one; two judges who took part in the deliberation, but who had to leave The Hague before the delivery of the judgment, declared that they agreed with it. The judge who voted against the judgment (M. Hermann-Otavsky, Czechoslovakia) expended a dissenting opinion to the judgment.

The case had been brought before the Court in virtue of an article in the agreements concerning "Eastern Reparations," concluded at Paris in April, 1930, as a result of the Conference held, in the same year, at The Hague on the subject of reparations. The article in question provides "a right of appeal" to the Court in respect of judgments on questions "of jurisdiction or merits" delivered by the Mixed Arbitral Tribunals in cases of certain kinds.

The Court states, in its judgment, that the aforesaid article constitutes a special agreement of submission, and that the suit before it fulfils the conditions as to its jurisdiction laid down by that agreement and by the Court's Statute. In these circumstances the Court thinks it

unnecessary to undertake an examination of the nature of the jurisdiction conferred on it by the Paris Agreements. It merely adds that the fact that an award was given in a suit between a State and a private individual does not prevent this award from subsequently forming the subject of a dispute between States.

As regards the merits of the case, the Court's judgment, like the award of the Mixed Arbitral Tribunal, rejects the conclusions of the Czechoslovak Government. The statement of fact and of law upon which the judgment is based may be summarised as follows:

In 1635 Cardinal Peter Pazmany, Prince-Primate of Hungary, founded a University at Nagyszombat, for which in the same year he obtained from the King of Hungary, who was also Emperor of the Holy Roman Empire, the customary privileges. The University was transferred in 1777 to Buda and in 1783 to Pest. In 1775 Queen Maria-Theresa bestowed upon it, as a perpetual endowment and foundation, certain estates situated in Slovakia; this donation was confirmed in 1780 and in 1804, and possession of the estates was formally taken in 1761 and 1804. Since 1777 the University's property, which in the documents, is sometimes described as the "University Fund," has been administered (save for a short period in the nineteenth century) by the "Royal Board of Public Foundations"; since 1870 the University's budget has been included in the Hungarian State budget.

When about the time of the armistice of November 3rd, 1918, forces of the Austro-Hungarian army, which had become Czechoslovak, penetrated into the northern territories of Hungary, followed by the new Czechoslovak civil authorities, the latter took possession of the property situated in Slovakia which had been given to the University in 1775, 1780 and 1804. In 1919 this property was placed under the administration of a "Central Commission," which had the right to decide how the revenues were to be employed. In the Treaty of Peace of Trianon, which was signed in June, 1920, and came into force in July, 1921, it is laid down (in Article 250) that the property of Hungarian nationals situated in the territories of the former Austro-Hungarian Monarchy is to be restored to its owners freed from certain measures therein specified; it is also stated

\* See Monthly Summary, 1933, Vol. XIII, No. 10, page 238.

(Article 246) that the expression "Hungarian nationals" comprises juridical persons

On the basis of these provisions, the University, in December, 1923, instituted proceedings before the Hungaro-Czechoslovak Mixed Arbitral Tribunal, claiming the restitution of its property in Slovakia freed from all measures restricting its right to dispose thereof.

The Czechoslovak Government having lodged an objection to the jurisdiction in November, 1926, the Tribunal, in April, 1932, decided to join the objection to the merits, on February 3rd, 1933, it rendered the award declaring itself to have jurisdiction under Article 250 of the Treaty of Trianon, and ordering the restitution to the University of the property in issue in the condition in which it was before the application of the measures taken in respect of it by the Czechoslovak authorities.

This is the award from which the Czechoslovak Government appealed to the Court

Before the Court the Czechoslovak Government's principal submission was that the Mixed Arbitral Tribunal had been wrong in declaring itself to have jurisdiction, and that the University had also been wrong in claiming the immovable property in question.

In its statement of the reasons for which it rejects these submissions, the Court does not however deal separately with the question of jurisdiction and with the question whether the claim made for the restitution of the property is well founded. It simply considers whether, in this case, the various conditions laid down by Article 250 of the Treaty of Trianon have been fulfilled, and then proceeds to draw from the conclusions reached by it the necessary inferences for the decision of the case. These conditions are (a) that the claim must be submitted by a Hungarian national; (b) that the claim relates to the property of Hungarian nationals; and (c) that these nationals have been deprived of the property in question as the result of the measures mentioned by the article.

As regards the first of these conditions, the Czechoslovak Government contended that the University did not possess a personality in law; it did not deny that it possessed such a personality at the outset; but it alleged that it had lost it subsequently, more particularly as the result of its "nationalisation," which, in that Government's contention, took place at the end of the eighteenth century.

The Court, however, holds that there is no incompatibility between the legislative pro-

visions invoked by Czechoslovakia in this connection and the possession by the University of personality in law. It observes in this respect that this personality simply involves the capacity to own property, to conclude contracts of private law, etc. It is therefore consistent with State supervision of the University's scientific activities and of the exercise of its rights of ownership; it is likewise consistent with the fact that, as a general rule, the University is legally represented by the Board of Public Foundations

As regards the second condition laid down by Article 250, the Czechoslovak Government maintained that, in any case, the rights of ownership in respect of the property in issue belonged not to the University but to another juridical person, namely, the "University Fund."

The Court, however, reaches the conclusion that no juridical person of this name exists, and that the term "University Fund" is simply an expression denoting the University in the "sphere of law."

But the Czechoslovak Government further contended that Article 250 only covered so-called "private" property, and that the property in issue was "public" property.

In regard to this the Court, after observing that this distinction appears to be unknown to Hungarian law, shows that, however that may be, it is not recognised by the Treaty of Trianon which, for the application of the provisions contained in it, takes only two factors into account: the person to whom the property belongs and the territory in which it is situated

Finally, as regards the third condition laid down by Article 250, the measures, the removal of which is prescribed by that article of the Treaty of Trianon, are, the Court holds, in the first place, "liquidation" for the purposes of reparations or economic elimination, as also "retention" in the very wide sense of "exceptional war measures" in which this term is used in the Treaty, and which covers, *inter alia*, measures of supervision and compulsory administration and, in the second place, measures which, though not taken for a purpose connected with the war, are similar to the former in their nature and effects

After analysing the measures applied to the University's property by Czechoslovakia, the Court reaches the conclusion that these measures were measures of compulsory administration and supervision falling under Article 250, as

these measures, which were applied in 1918-1919, have been maintained in force subsequent to the entry into force of the Treaty of Trianon in 1921, they must be revoked.

The Court, in this connection, considers a series of objections raised by the Czechoslovak Government in regard to this view. The most important of these is that the measures contemplated by the article need only be revoked if and in so far as they involve an element of "discrimination." In regard to this the Court, however, points out that the measures applied to the University's property were, in point of fact, of a definitely discriminatory character; since, therefore, the objection raised by the Czechoslovak Government is not pertinent, the Court simply observes *inter alia* that the Treaty does not make discrimination a necessary condition, and that, furthermore, as the Court has already ruled on several occasions, a measure prohibited by an international agreement cannot become lawful simply by reason of the fact that the State concerned also applies that measure to its own nationals.

Another objection is that the Czechoslovak authorities simply carried on the administration of the property previously conducted by the Hungarian Board of Public Foundations, thus, it was alleged, was rendered necessary because that Board, being a Hungarian State authority, could not exercise its functions in Czechoslovak territory. In regard to this, the Court, however, observes that no account of the administration of the property by the Czechoslovak Central Commission has been rendered to the Hungarian owner, and that, furthermore, the administration of this property by the Hungarian Board on behalf of the owner would not have constituted an exercise of the governmental authority of the Hungarian State.

The Court therefore arrives at the conclusion that the Mixed Arbitral Tribunal, in its judgment of February 3rd, 1933, rightly decided that it had jurisdiction, that the University's claim was justified, and that the Czechoslovak Government was bound to restore the University's property freed from the measures taken in respect thereof.

### 3. CASE CONCERNING THE POLISH AGRARIAN REFORM AND THE GERMAN MINORITY. CASE CONCERNING THE ADMINISTRATION OF THE PRINCE VON PLESS (GERMANY-POLAND)

By a letter dated November 15th, 1933, M. Sobolewski, Agent for the Polish Government in the two cases above-mentioned, in-

formed the Registrar of the Court that, in view of the attitude on the part of the German Government indicated by its note of October 27th, 1933,\* the Polish Government had no objection to the discontinuance of proceedings in these cases and, as it accordingly considered them closed, "requested the Court officially to record the fact."

On December 2nd, 1933, the Court made two Orders dealing respectively with the cases above-mentioned. In these Orders, the Court, in the first place, noted the communication received on October 27th, 1933, from the German Minister at The Hague, to the effect that the German Government withdrew the suits submitted respectively by its Applications of May 18th, 1932, and July 1st, 1933, in the second place, it placed on record the declaration made by the Agent of the Polish Government to the effect that that Government acquiesced in this withdrawal, and, lastly, it declared the proceedings begun by the Applications of the German Government to be terminated and ordered the cases to be removed from the List.

### 4. ELECTION OF THE PRESIDENT AND VICE-PRESIDENT.

Under the terms of its Statute, "the Permanent Court of International Justice shall elect its President and Vice-President for three years . . ." The last election took place in 1931 for the period expiring on December 31st, 1933.

The new elections for the period from January 1st, 1934, to December 31st, 1936, were held on December 2nd, 1933, when Sir Cecil Hurst (Great Britain) was elected President, and M. Guerrero (Salvador) Vice-President. The latter also occupied the position of Vice-President during the period which is about to terminate.

### 5. ELECTION OF MEMBERS OF THE CHAMBERS

At the same time the election of the members of the Chambers for Labour cases and for Transit and Communications cases took place.

The following were elected, likewise for a period of three years:

*To the Chamber for Labour cases:*

Members: MM. Adatei, President (Japan), Altamira (Spain), Urrutia (Colombia), Schöckner (Germany), Wang (China).

\* See Monthly Summary, 1933 Vol. XIII No 10, page 236



*Substitute Members:* Count Rostworowski (Poland), M. Negulesco (Rumania).

*To the Chamber for Transit and Communications cases:*

*Members:* M. Guerrero, President (Salvador), Baron Rolin Jaquetmynas (Belgium), MM. Fromageot (France), Anzilotti (Italy), Jonkheer van Eysinga (Netherlands)

*Substitute Members:* Count Rostworowski (Poland), M. Schücking (Germany) -

Finally, the *Chamber for Summary Procedure* will be composed as follows for the year 1934.

*Members:* Sir Cecil Hurst, President (Great Britain), MM. Guerrero (Salvador), Adachi (Japan).

*Substitute Members:* Count Rostworowski (Poland), M. Anzilotti (Italy).



## ANNEX.

Speech delivered by the Secretary-General of the League of Nations at the House of Commons on Monday, December 11th, 1933.

SIR AUSTEN, MY LORD, LADIES AND GENTLEMEN,

I should like to begin by thanking you for the honour that you do to me in giving me this opportunity to speak to you about the League of Nations.

It hardly needs the Secretary-General of the League of Nations to come before the Members of the House of Commons in order to inform them that the League is passing through a crisis.

Two permanent Members of the Council have given notice of their intention to withdraw from the League at the end of the two years prescribed by the Covenant. Another Great Power—I am referring to Italy—although she has not officially said so, has openly expressed her desire to see radical changes made in the League.

Moreover, the countries which believe in the necessity for a League of Nations—and they form a very large majority—appear to be losing confidence in the ability of the League to deal effectively with the major problems of the day.

This is therefore not the moment, I feel sure, to ask you for a vote of confidence, as though we were still in that happy period when an orator who expressed his faith in this great international experiment was sure of his applause.

On the other hand, this is assuredly not the moment for a display of pessimism or despair, and I hope I shall convince you that confidence in the League is still fully justified, and is indeed the only alternative to a return to a period when there was no constitutional bond between nations and no means except war of reaching a final solution of grave international difficulties such as we now see developing before our eyes.

I want to be frank with you: I want to face the facts. Above all, I want to be practical.

Let us, therefore, examine the balance sheet of this great international company. What are the profits? What is the loss? Are the methods of the company sound? Let us go to the root of the matter. What are the conditions necessary to establish the authority and to secure the success of the League? Can its constitution be modified? Should its constitution be modified? Is the League really necessary as an instrument for the use of nations who wish to keep the peace?

Before I answer these questions, let me recall the intentions of those who framed the Covenant. They are clearly set forth in the preamble:—

“THE HIGH CONTRACTING PARTIES,

“In order to promote international co-operation and to achieve international peace and security

“by the acceptance of obligations not to resort to war,

“by the prescription of open, just, and honourable relations between nations,

“by the firm establishment of the understandings of international law as the actual rule of conduct among Governments,

“and by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another,

“Agree to this Covenant of the League of Nations. . .”

The men who wrote what I have just quoted, and the subsequent provisions of the Covenant, were practical politicians like yourselves. They had no illusions, and they took full account of political realities.

In an ideal world States must be regarded as equal before the law. In an ideal civilisation men would rule out war as a means of achieving national aspirations; but the Covenant does not, in point of fact, introduce any such ideal system. Equality may be recognised, but the constitution of the League admits the existence of Great Powers with major interests, and gives to them as permanent members of the Council, adequate opportunities of exercising that authority in world affairs which is at once the birthright and the responsibility of great peoples.

The Covenant—and this is a point to which I shall return in a moment—does not abolish war. It does not pretend to transform the world, or to change the minds of men or of States. It seeks at every point to emphasise that peace is not a supernatural or a miraculous state which, once established, lasts for ever.

Peace, under the Covenant, consists in avoiding war whenever it is humanly possible to do so. In other words, it makes it as difficult as it can for a State to wage war, or, having once started, to wage it successfully.

The Covenant was the result of the reaction against the horrors of the last war. Public opinion realised that war must necessarily be a world-wide catastrophe involving the destruction of whole populations, and the scientific progress achieved in armaments since 1918 has served to deepen that conviction. That is the reason why foreign policy, which used to be constructed in the silence of cabinets, has become one of the principal questions occupying the public mind.

It is not the League of Nations which has created this situation, but the inevitable march of events. The man in the street is at last convinced that he will not serve behind the lines in the next war, but that the Front will be in Piccadilly or the Champs Elysées.

It cannot be too often repeated that the Covenant does not impair the sovereignty of States. On the contrary, the provisions of the Covenant of the League are based on a recognition of the full sovereignty and independence of its Members. They have not abandoned any of their sovereign rights, they have not handed over the normal and traditional exercise of their diplomatic relations to an external body. All they have done is to undertake to examine, in common, any situation which creates a threat of war or which is likely to disturb peaceful relations. They have promised to use one of three methods laid down in the Covenant for the settlement of any disputes arising between them which may lead to a conflict. These three methods are: *arbitration*; a *decision* of the Permanent Court of International Justice; or *inquiry* by the Council. These are the essential social obligations contracted by Members of the League.

I would repeat that war itself is not prohibited, but the cases in which resort may be made to it have been reduced, and safeguards have been provided against any sudden and violent outbreak. For the procedure accepted under the Covenant involves a period of inquiry and delay, during which public opinion has time to reconsider the situation and to realise the issues at stake.

The practical moderation of the Covenant is perhaps most conclusively shown by the fact that within a few years of its signature it was not regarded by the statesmen of the world as entirely adequate. They tried to go beyond the Covenant and to build up a more complete system of international peace. From 1924 to 1930, particularly in the period following the Treaties of Locarno and the entry of Germany into the League, attempts were made by means of supplementary pacts to discover a method of closing what were termed the gaps in the Covenant. This work was characteristic of a period of political optimism, corresponding with a period of prosperity and over-production in the economic field. The result in both cases has been the same. The period of economic prosperity followed by a period of depression. Similarly the period marked by the Locarno Treaties followed by a period of depression in human affairs.

Though hopes of a new world order doubtless ran too high during that period of optimism, yet the fact that high hopes were possible at all must be placed to the credit of the League. It was during that period that the prestige of the Council was at its height. It was directed by great statesmen—M. Briand, Herr Stresemann, Sir Austen Chamberlain, and M. Sciolaja—who brought to the Council the benefit of their wide experience and imagination in dealing alike with the most serious problems of the day and with the routine work of international life. During that period the work of the Council might be taken as a model of what modern international diplomacy should be. No unprejudiced observer can deny this, and those who are so forward to-day in their criticism were then silent, because they could find nothing to say.

In 1930, however, the effects of the general crisis began to make themselves felt, and its effect on the League of Nations became more and more obvious as the General Disarmament Conference, which began in 1932, continued to sit month after month without reaching any final conclusions. The problem of disarmament is, indeed, the root cause of the crisis in League affairs. Let us consider for a moment the complicated situation which has arisen in respect of disarmament.

I would begin by quoting Article 8 of the Covenant.

"The Members of the League recognise that the maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations.

"The Council, taking account of the geographical situation and circumstances of each State, shall formulate plans for such reduction for the consideration and action of the several Governments."

You will note that this text refers to plans which are to be formulated by the Council of the League. There is no reference to any discussion of national armaments by a general conference. From the earliest years of the League of Nations, however, there has been a prevailing desire that action by a general conference should be substituted for action by the Council. The reason for this change of procedure was a simple one. It was obviously essential to adopt a system under which States which were not Members of the League might be invited to participate in discussions, held under the auspices of the League of Nations, it is true, but outside its constitutional organs. It was quite rightly considered impossible to dispense with the participation of the United States and of Russia. Under this scheme, however, only one question has really been discussed, a very serious and vital question, but one which is predominantly European: to what extent is the military status imposed on the defeated countries by the Treaties of Peace compatible with a General Disarmament Convention? In other words, the problem of disarmament has been reduced to one of equality of rights. As soon as this problem, vitally affecting the whole European system, was raised, the

discussion of the question of the reduction of armaments was relegated to the background—in spite of the extreme importance of the proposals put forward by various Governments and admirably brought together in a new and concrete form by the British Draft Convention of March, 1933. The problem of equality was dealt with almost entirely by the Great Powers negotiating among themselves. These negotiations were interrupted from time to time by meetings of the Bureau or the General Commission of the Conference, at which representatives of lesser Powers were present as spectators, either mute or protesting against not having been admitted behind the scenes.

It was in accordance with this procedure that the famous declaration of December, 1932, on equality of rights was notified to the members of the Conference.

Further negotiations followed from June to October, 1933, and the members of the Bureau learned almost at the same moment of the result of these negotiations and of the decision of Germany to withdraw from the League.

It must be frankly recognised that for the last two years the uneven progress of the economic crisis and the profound psychological effects of political revolutions and experiments have rendered any understanding between the Great Powers impossible.

The political, economic, social and monetary conditions in each of these countries have continually undergone serious modifications without any co-ordination or reference to one another. The relations of these countries between themselves have varied widely from moment to moment. Their mutual political, economic and monetary difficulties have remained unsettled.

It is to be regretted, but it is only natural, that the Governments of the Great Powers have been unable to come to an understanding in view of their enormous and constantly changing difficulties.

It is still more to be regretted that the responsibility for this impotence should be laid at the door of the League. The League of Nations exists to secure co-operation between its Members. How can it do so, and how can it be asked to assume a responsibility distinct from that of its principal Members in regard to problems with which its constitutional bodies have not been invited to deal?

The Disarmament Conference is now in a state of suspense. You would think from reading certain newspapers that this state of suspense had liberated the Governments from international control, that they had at length recovered a freedom which they had formerly renounced, and that direct conversations and diplomatic negotiations would at last be given a chance.

I think I have already said enough to show that this view will not bear investigation. In any case, the facts must be faced; and it is very possible that the future of the League will depend to a great extent on the result of the present negotiations.

Here I would like to read you a quotation from a speech by Mr. Eden, Under-Secretary of State for Foreign Affairs:

"Much of the criticism which is to-day levelled against the League is based upon misapprehension as to what the League is. It is neither a touchstone for all ills nor a repository of all knowledge. It is essentially a machine for assisting consultation between nations. Its value depends upon the use which is made of it. Its wisdom cannot be greater than the collective wisdom of the statesmen who employ it. The greater the support we give it, the more it can achieve."

*The matter could not be more happily put.*

I cannot, however, regard this admirable judgment as of the criticism levelled at the League. Numerous and of far such an exercise. Apart, however, from certain of the methods of work of the League or against its too intimate connection with the Peace Treaties, which I will briefly refer to later, there seem to be two main objections: first, that the League establishes between States an equality which does not correspond with their real position in the world; second, that the possibilities available for the revision of treaties are inadequate.

I must add, however, that, though these criticisms have been made, not one of them has hitherto been addressed to the competent bodies of the League of Nations—in other words, to the Council or to the Assembly.

As regards the first point, it should be noted that the word "equality" is not to be found in the Covenant. The provisions of the Covenant are as follows:

"At meetings of the Assembly, each Member of the Assembly shall have one vote.

"At meetings of the Council, each Member represented on the Council shall have one vote.

"Except where otherwise expressly provided, decisions in any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League represented at the meeting."

Unanimity, therefore, is necessary to a decision either of the Council or the Assembly. What does this obligation imply? It is intended to ensure, for the sovereignty of each State Member of the League, the minimum right of protection. No Member can be compelled by a majority to act in a way which it considers to be contrary to its essential interests.

Now, each State judges for itself whether its essential interests are involved; and precisely here we find the practical establishment of a natural hierarchy: for the interests of some States extend all over the world, while those of others hardly go beyond their relations with their immediate neighbours.

The Covenant already recognises this distinction. Some States are permanent Members of the

Council: others are Members for three years only, while a limited class has been created of non-permanent Members who may be re-elected when their three-year term expires. In practice, however, the distinction is still more marked, and it has never happened that a State of the second or third order has vetoed a decision which does not directly concern it, and on which the greater States were in agreement. Unless we are to set up a Super-State, I doubt whether it is possible to improve very greatly on the balance established by the Covenant.

at be  
ough  
of the chief obstacles in the way of its effective action.

I turn now to the second point I have mentioned, that connected with the thorny subject of Treaty revision.

Article 19 is an essential clause of the Covenant, and it is a clause which is indispensable to the balance of the Covenant. If war is no longer to settle disputes or to be sought as a remedy for intolerable situations, a friendly procedure for the revision of those situations is necessary. That procedure is afforded by the Covenant, and there seems to be a grievance against the League of Nations for not having applied it. I will ask you to consider more closely the effect of Article 19.

It is this Article which has made the campaign and the propaganda in favour of revision a possibility. This is a new factor in international life. If, for example, previous to 1914 the French Government had publicly demanded a revision of the Treaty of Frankfurt, whereby Alsace and Lorraine were ceded to Germany in 1871, it is obvious that such an attitude, if persisted in despite Germany's protests, would have created a *casus belli*. Article 19, however, confers the right upon a Member of the League to raise the question of Treaty revision. Formerly the risk was all for the loser, who might be threatened with a new war if he did not accept his loss in silence. To-day however, the risk is for the winner. His legal position may at any time be publicly challenged by his former adversaries, even though they are disarmed.

This is almost a revolution in international affairs.

In actual fact, never perhaps in the history of the world have such important Treaty revisions been carried into effect without war as those which have already modified the Treaties of 1919. I would point out that these revisions have been brought about by the pressure of the press and public opinion.

It is, of course, absolutely outside my competence to express any opinion on the question of whether any and, if so, what further revision of the treaties would be in the interests of justice or peace. What concerns me at this moment is the suggestion that, if the League does not provide an effective way of ensuring further revision, its constitution ought to be so modified as to enable it to do so. This suggestion has not indeed been officially made, but it has been put forward in the Press and seems to have received a certain degree of sympathy. No concrete proposal has, so far as I know, been put forward. But it may be presumed that the suggestion in the minds of those concerned is that the Council or the Assembly of the League should be empowered to impose revision in spite of the adverse vote of one of the countries immediately concerned. But can any suggestion of this sort really meet the facts of the problem? I would put simply one question: Could the sanctions, whether economic or military, provided in the Covenant for mutual defence against aggressive war be applied against a country which refuse to accept the Assembly's recommendation concerning, for instance, a change in its frontiers? It has been again and again reiterated by the countries which most strongly demand revision that they do not contemplate using force to bring about revision.

May I once more emphasise that, in speaking so frankly on this question, I am expressing absolutely no opinion as to whether it is not recognised that it is not a revision can be met yet been made to apply accordingly all estimates of its effect are somewhat hypothetical.

Further criticisms have been levelled at the methods of work of Geneva—too many speeches, documents, committees. These criticisms are inspired—to my mind justifiably inspired—by the

growing technical activities  
Conference led to an  
The League assumed  
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its Technical Advisory

Committees has been forgotten

Again, it is sometimes suggested that, if the League did not exist, there would be no need to spend time and anxiety over many of the questions which are discussed at Geneva. This is a complete mistake. These questions exist, and, whether through the machinery of the League or not, they have to be faced, and, what is more, to be faced beneath the critical eye of a Press and public who realise the importance of the issues involved.

Lastly, it is held that the League is too closely identified with the Treaties of Peace. It is true that a number of functions are entrusted to the Council by those Treaties, as by other treaties also, such as those for the protection of minorities. But a clear distinction should be drawn between these fields of the League's work and those which are defined in the Covenant, in which the former are not mentioned. The latter are permanent and essential; the former are not essential, not even obligatory, and by their very nature are for the most part temporary. If an agreement on armaments can be reached, one group of such functions will automatically disappear. When the Saar plebiscite is over, another group will have gone.

I have tried to deal frankly and honestly with the criticisms which are now being made of the League. Criticism is always useful. The League is a living organism, and it is a condition of organic life to be capable of development and reform. Until more concrete proposals are made it is impossible to know whether, even if all or most of these criticisms were accepted as valid, it would be necessary to amend the Covenant in order to meet them. The Covenant provides the procedure for its own amendment—a procedure long, difficult to carry out, but undoubtedly effective. There is one indispensable condition, however, which is that a proposal to amend the Covenant must be made by one or more Governments. Only when a definite proposal has been made in this manner is it possible to discover whether the first condition for revision, namely, unanimity on the part of the Members of the Council, can be secured.

Are our conclusions, then, to be negative? Must the League of Nations become stereotyped in forms which cannot be changed? Of course not. The sources of its life must be preserved pure and intact, but the way in which it displays its activities, and the way in which it develops, can vary. Its methods of work, and the manner in which it is organised, can always be adapted to the needs of the moment. It is impossible to take away from the Council or the Assembly the rights and responsibilities which they possess in virtue of the Covenant; but it is quite possible to associate more smoothly ordinary diplomatic methods with the League methods of discussion.

It is not necessary to hold general conferences except to meet very exceptional circumstances. It is not necessary for the League's working committee to be composed of representatives from every one of its Members. Their work and nature can be determined in accordance with the political circumstances and the special interest with which they are created to deal.

I could give you many instances of problems which have been studied by small committees set up to deal with disputes, and, therefore, composed of members chosen for their impartiality. For example, the question of the frontier between Iraq and Turkey, the dispute between Colombia and Peru, the dispute over the district of the Chaco, etc.

I could also give you instances of committees appointed to settle a problem which required a collective effort, whose members were chosen as representing the rights and interests of the parties concerned. I refer to the committees that have dealt with Austria, Hungary, Greece, etc.

These committees work quietly and effectively behind the scenes, and only the result of their labours comes before the Council in the form of a resolution upon which action must be taken.

There has never been a case in which these resolutions have not been unanimously adopted.

I have another example of a wider significance. There is in existence a Committee for European Union, composed of all the European Members of the League and Turkey, which at that time was not a Member of the League; Russia is also represented on that Committee.

That Committee was very much in the limelight at the time when it was first established. Owing to the events of the last two years it has not met, but it is still in existence. It has been granted wide autonomous powers; it is in full control of its agenda; it can direct its discussions as it likes. The only duty it has towards the Council is to submit reports and those of its decisions with which the Council is competent to deal.

These examples show how many things are possible by a process of development within the limits of the Covenant.

If I lay stress on the Covenant, it is not only because the Council and the Assembly have put upon my shoulders a heavy responsibility respecting it, but because I am profoundly convinced that in its general structure it represents the minimum number of obligations without which no League and no effective international co-operation could exist.

Mr. Chairman,

Whatever may be the details of the constitution of the League or of the tasks which it has to perform, the really essential thing about it is that it represents the first and only practical measure which has been taken by the human race as a step towards establishing the rule of law in the relations between countries. It has long been realised that such a step is the necessary and logical development of advancing civilisation, but the difficulties are such that it needed the huge pressure of the war to induce the nations of the world to accept a written instrument governing the more important aspects of their relations with one another. For a good many years after the war the new system, in spite of occasional checks, on the whole prospered and grew in strength. In the last two years there has admittedly been a considerable reaction, and the system for which the League stands has lost in popularity and prestige. This loss is exaggerated. The vast majority of the countries of the world are still loyal Members of the League. Japan and Germany have for their own individual reasons recently withdrawn from it, but there are nearly two years to run before their decisions become

effective; till then they both remain within the existing system and there is still time for matters to take a better turn. Of the two Powers which have always been outside the League, America has drawn steadily and continuously closer to it and, from an attitude of hostility, has come to an attitude of outspoken friendship. Russia, though it cannot be maintained that her attitude is friendly, is certainly in practice tending to become more and more rapidly involved in the general system of which the League is the basis.

But even if this were not so, and if the situation of the League and of the Covenant were much worse than it is, it is essential to realise that the alternative before the world is not a choice between the League and some better system of international relations, but between the League and almost complete anarchy. All the experience of the last fifteen years has shown that it would be absolutely impossible, if the Covenant ceased to exist, to refashion any comparable form of international constitution. It is true that the United Kingdom, and to some extent the British Empire, have a constitutional existence without a written constitution, but this is a unique phenomenon which could not possibly be repeated anywhere else, least of all in the relations between the sixty or so sovereign States which make up the international world. It may well be true that some amendments and improvements could be made in the Covenant, but the only practical method of securing this end is from the inside, so as to ensure that, should the amendments fail to go through, the necessary framework would still remain.

The present crisis in the League is due to a question which, in the form which its development has taken, is no essential part of the League action. It would probably have proved a relatively easy matter to secure a convention for a general reduction of armaments with provisions for future meetings destined to carry the reduction further, step by step, if it had not been for the problem of German disarmament which created difficulties of a special nature which have so far proved insurmountable. It would be a tragedy if the difficulties connected with that specific problem were allowed to lead to the disruption of the whole effort to substitute law and order for force in the relations between nations. This is the real question now facing the world. If the Covenant is abandoned, we are throwing the whole of human progress in this sphere back for an incalculable period. For it is most certain that we shall never, in this generation or the next, get back to the advanced position in which we now stand.

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## ASSEMBLY REPORT

*on the*

## SINO-JAPANESE DISPUTE

The following report was adopted by the Assembly on February 24th, 1933.

## REPORT.

The Assembly, in view of the failure of the efforts which, under Article 15, paragraph 3, of the Covenant, it was its duty to make with a view to effecting a settlement of the dispute submitted for its consideration under paragraph 9 of the said article, adopts, in virtue of paragraph 4 of that article, the following report containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto.

## PART I.

## EVENTS IN THE FAR EAST. ADOPTION OF THE FIRST EIGHT CHAPTERS OF THE REPORT OF THE COMMISSION OF ENQUIRY. PLAN OF THE REPORT.

The underlying causes of the dispute between China and Japan are of considerable complexity. The Commission of Enquiry sent by the Council to study the situation on the spot expresses the view that the "issues involved in this conflict are not as simple as they are often represented to be. They are, on the contrary, exceedingly complicated, and only an intimate knowledge of all the facts, as well as of their historical background, should entitle anyone to express a definite opinion upon them."

The first eight chapters of the report of the Commission of Enquiry present a balanced, impartial and detailed statement of the historical background of the dispute and of the main facts in so far as they relate to events in Manchuria. It would be both impracticable and superfluous either to summarise or to recapitulate the report of the Commission of Enquiry, which has been published separately, after examining the observations communicated by the

Chinese and Japanese Governments, the Assembly adopts as part of its own report the first eight chapters of the report of the Commission of Enquiry.

It is necessary, however, to complete the statement of the Commission of Enquiry by describing the measures taken by the Council and the Assembly in connection with the various phases of the dispute, as well as certain events which do not appear in the report of the Commission, more particularly those relating to the origin of the hostilities which occurred at Shanghai at the beginning of 1932. In regard to these events, the Assembly adopts as part of its own report the reports addressed to it by the Consular Commission of Enquiry. These reports have been published separately. The story of what happened in Manchuria since the beginning of September 1932 must also be related, since the report of the Commission of Enquiry does not go beyond that date.

This brief historical summary of the development of the dispute will be found in Part II of the present report. It should be read in connection with the narrative of events given in the report of the Commission of Enquiry.

Part III describes the chief characteristics of the dispute and the conclusions drawn by the Assembly from the essential facts.

Part IV contains the recommendations which the Assembly deems to be just and proper in regard to the dispute.

## PART II

## DEVELOPMENT OF THE DISPUTE BEFORE THE LEAGUE OF NATIONS

1. *Summary of the Development of the Dispute*

The decisions of the Council and of the Assembly in the long period which has elapsed since the dispute was first brought

before the League of Nations were determined by the evolution of the conflict in the Far East.

At the outset, the incidents with which the Council was called upon to deal when the dispute was submitted to it by China under Article 11 occurred at Mukden and in some other places in Manchuria; the Council received repeated assurances from Japan that she had no territorial designs in Manchuria and that she would withdraw her troops within the South Manchurian Railway zone, subject to the sole condition that the safety of the lives and property of Japanese nationals were assured. Such was the purport of the resolution of September 30th and of the draft resolution of October 24th, 1931. The latter, which was agreed to by all the Members of the Council except Japan, enabled the Council once again to secure pledges from the Japanese delegation.

After the rejection of this draft resolution, Japan's insistence on the need of a settlement of the fundamental questions which divided the two countries led the Council, without prejudice to the execution of the undertakings embodied in the resolution of September 30th, to put forward measures with a view to a final and fundamental solution by the two parties of the questions at issue between them. On December 10th, 1931, the Council, acting on a proposal made by Japan, decided to appoint a Commission of five members with instructions to make an enquiry on the spot and to report to the Council on "any circumstance which, affecting international relations, threatens to disturb peace between China and Japan, or the good understanding between them upon which peace depends."

Between December and March, however, there was a considerable change for the worse in the situation in the Far East. Japanese troops completed the occupation of South Manchuria and began to occupy North Manchuria. Outside Manchuria a severe conflict, involving Chinese and Japanese regular forces, was begun and carried on at Shanghai. At the same time, the reorganisation of the civil administration in those parts of Manchuria occupied by the Japanese troops resulted in the formation of an "independent State" styled "Manchukuo," which did not recognise Chinese sovereignty. The Council was henceforth asked by China to deal with the dispute, not only under Article 11, but also under Articles 10 and 15 of the Covenant. On February 19th, 1932, as the result of a request by China submitted under the terms

of Article 15, paragraph 9, the Council referred the dispute to the Assembly.

From January onwards, pending the receipt of the report of the Commission of Enquiry, without which the substance of the dispute could not be thoroughly examined, the chief concern of the Council, and subsequently of the Assembly, was to do everything in its power to stop hostilities and prevent an aggravation of the situation, while preserving the rights of the parties and the principles of the Covenant from suffering prejudice by reason of any *fait accompli*. The Assembly by its resolution of March 12th, defined the attitude of the League of Nations towards the dispute. It declared that, pending a settlement in conformity with the Covenant, it was incumbent upon the Members of the League not to recognise any situation, treaty, or agreement which might be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

The hostilities at Shanghai were brought to an end, but fighting continued in Manchuria between Japanese forces or forces of the "Manchukuo" Government and irregular Chinese forces. In September 1932, some days after the signing at Peiping of the report of the Commission of Enquiry, there was a further fundamental change in the situation: the Japanese Government recognised the "Manchukuo" Government.

The report of the Commission of Enquiry could not reach Geneva before the end of September—namely, after the expiry of the time-limit of six months laid down in the Covenant for the report of the Assembly under Article 15. The Assembly, therefore, with the assent of the parties, decided on July 1st to extend the time-limit for as long as might be strictly necessary, on the understanding that such extension should not constitute a precedent. The Commission of Enquiry was thus able to complete its report on the spot, the parties to submit their observations on the report, and the Council and Assembly to examine all the material thus collected.

The examination of this material and the exchanges of views with the parties continued from the middle of November 1932 to the beginning of February 1933. After the discussions by the Council, the Assembly endeavoured, but without success, to bring about a settlement of the dispute by negotiation between the parties under paragraph 3 of Article 15, on the basis of the information and conclusions contained in the report of

the Commission of Enquiry. It has therefore adopted the present report in conformity with paragraph 4 of that article.

2. *Origin of the Dispute before the League of Nations.—Events of September 18th-19th, 1931, in South Manchuria.—First Discussions of the Council.*

China's request to the Council arose out of the action taken by the Japanese troops in Manchuria on the night of September 18th-19th, 1931.

In consequence of an incident near Mukden,\* in the South Manchuria Railway zone, which is guarded by Japanese troops, the Japanese command, on the ground that military precautions were necessary, sent troops outside the railway zone, more especially to the Chinese towns in the neighbourhood of the zone and to the Chinese railway lines terminating at Mukden. The Chinese towns of Mukden, Changchun, Antung, Yingkow and others were occupied and the Chinese troops dispersed or disarmed.

On September 21st, China appealed under Article 11 of the Covenant and asked the Council to take immediate steps to prevent the further development of a situation endangering the peace of nations, to re-establish the *status quo ante* and to determine the amount and character of such reparations as might be found due to the Republic of China.

\* According to the appeal addressed by the Chinese Government to the Council on September 21st, 1931, the Japanese troops entered Mukden on the night of September 18th-19th, 1931.

and "disarmed the Chinese troops in Changchun, Kwanchengtze, and other places" (*Official Journal*, December 1931, page 2453).

According to the version given by the Japanese army, communicated to the Council on September 26th, a patrol of seven men under a lieutenant were making reconnoissances in the railway zone north of Mukden when they heard behind them, about 10.30 p.m., a violent explosion. They turned about and some 500 metres northwards, near the place at which the explosion had occurred, they perceived Chinese soldiers in flight. The patrol at first pursued them, but found themselves under fire from soldiers under cover and then from a force of some 400 or 500 Chinese troops. The Japanese company commander promptly came up with 120 men, pursued the Chinese troops and occupied part of the Mukden North Barracks (*Official Journal*, December 1931, page 2478).

Chapter IV of the report of the Commission of Enquiry sets out in detail the events that occurred during the night of September 18th-19th, 1931, and gives the Commission's opinion on these events, accompanied by a statement of the reasons on which it is based (page 70).

On September 22nd, the Council authorised its President (the representative of Spain, M. Lerroux): (1) to address an urgent appeal to the two Governments to refrain from any act which might aggravate the situation or prejudice the peaceful settlement of the problem; (2) to seek, in consultation with the Chinese and Japanese representatives adequate means whereby the two countries might proceed immediately to the withdrawal of their respective troops, without compromising the safety of the lives and property of their nationals.

On September 29th, the President-in-Office of the Council, explaining the situation to the Assembly then in ordinary session, on the basis of information supplied by the two parties, stated that "the withdrawal of the Japanese forces to within the South Manchuria Railway zone was being carried out" and that on September 28th "the Japanese representative had announced to the Council that the withdrawal was proceeding. . . . Outside the railway zone, there only remained, apart from Kirin and Mukden, small detachments at Hsinmin and Chengchiatun for the protection of Japanese nationals against the attacks of bands of Chinese soldiers and brigands which at the same time were ravaging those districts."

Such was the position when, on September 30th, the Council adopted the following resolution:

"The Council,

"(1) Notes the replies of the Chinese and Japanese Governments to the urgent appeal addressed to them by its President, and the steps that have already been taken in response to that appeal;

"(2) Recognises the importance of the Japanese Government's statement that it has no territorial designs in Manchuria;

"(3) Notes the Japanese representative's statement that his Government will continue, as rapidly as possible, the withdrawal of its troops, which has already been begun, into the railway zone in proportion as the safety of the lives and property of Japanese nationals is effectively assured and that it hopes to carry out this intention in full as speedily as may be;

"(4) Notes the Chinese representative's statement that his Government will assume responsibility for the safety of the lives and property of Japanese nationals outside that zone as the withdrawal of the Japanese troops continues and the Chinese local authorities and police forces are re-established;

"(5) Being convinced that both Governments are anxious to avoid taking any action which might disturb the peace and good understanding between the two nations, notes that the Chinese and Japanese representatives have given assurances that their respective Governments will

take all necessary steps to prevent any extension of the scope of the incident or any aggravation of the situation :

"(6) Requests both parties to do all in their power to hasten the restoration of normal relations between them and, for that purpose, to continue and speedily complete the execution of the above-mentioned undertakings ;

"(7) Requests both parties to furnish the Council at frequent intervals with full information as to the development of the situation ,

"(8) Decides, in the absence of any unforeseen occurrence which might render an immediate meeting essential, to meet again at Geneva on Wednesday, October 14th, 1931, to consider the situation as it then stands ;

"(9) Authorises its President to cancel the meeting of the Council fixed for October 14th should he decide, after consulting his colleagues, and more particularly the representatives of the two parties, that, in view of such information as he may have received from the parties or from other members of the Council as to the development of the situation, the meeting is no longer necessary."

The hopes of the Council were not fulfilled. On October 9th, the Chinese delegation asked for an urgent meeting of the Council on the ground that Japanese troops had begun further "aggressive military operations" The reference was primarily to the aerial bombardment of Chinchow, where, after the capture of Mukden, the provincial Government had temporarily established itself.

The Council, at its meeting in September, had decided to forward to the Government of the United States of America the Minutes of its meeting and the documents relating to the Sino-Japanese dispute, and the Government of the United States had affirmed its whole-hearted sympathy with the attitude of the League of Nations

On October 16th, it was determined to continue to co-operate with the Government of the United States of America, which was invited to send a representative to sit at the Council table. The representative of the United States was authorised by his Government "to consider with the Council the relationship between the provisions of the Pact of Paris and the present unfortunate situation in Manchuria and, at the same time, to follow the deliberations of the Council with regard to other aspects of the problem with which it is now confronted."

On October 17th, a certain number of the Governments represented on the Council (the United Kingdom, France, Germany, the Irish Free State, Italy, Norway and Spain) decided, as signatories of the Pact of Paris,

to address an identical note to the Governments of China and Japan, calling their attention to the provisions of that Pact and more especially to the terms of Article 2, whereby "the Contracting Parties agree that the settlement or solution of all disputes or conflicts of whatever nature or whatever origin they may be, which may arise among them, shall never be sought except by pacific means."

The United States Government sent a similar note to the two Governments

On October 22nd, the President of the Council (the representative of France, M. Briand) submitted a draft resolution upon which the members of the Council, other than the parties, had unanimously agreed.

The draft resolution, after referring to the undertakings entered into by the Governments of China and Japan in the resolution of September 30th and to the declaration of the Japanese representative that this country had no territorial designs in Manchuria, called upon the Japanese Government immediately to begin the withdrawal of its troops into the railway zone and proceed therewith so that the whole of the troops might be withdrawn before the next meeting of the Council. It called upon the Chinese Government to make such arrangements for taking over the territory thus evacuated as would ensure there the safety of the lives and property of Japanese subjects, and indicated certain measures of detail to be adopted for this purpose.

Recommendations were also made to the two Governments that, as soon as the evacuation was completed, they should open direct negotiations on all the questions outstanding between them, in particular in respect of those arising out of the recent incidents and of those relating to the difficulties caused by the railway situation in Manchuria. For this purpose, the Council suggested that the two parties should set up a conciliation committee or some such permanent machinery. Finally, it was proposed that the Council should meet again on November 16th.

On October 23rd, the representative of China accepted the draft resolution as a "bare minimum." The representative of Japan submitted a counter-draft and explained that his Government, in view of the tension in Manchuria and the state of disorder prevailing there, did not deem it possible to fix a definite date by which the evacuation could be completed. His Government regarded it as absolutely

indispensable that a calmer frame of mind should be restored and, with this object in view, had determined a number of fundamental points which should be the basis for normal relations between China and Japan. He was not authorised to set out these fundamental points in a resolution or to discuss their details at the Council table; they could better be made the subject of direct negotiations between the parties.

The Council considered that it was impossible to refer to "fundamental points" in a draft resolution without knowing what they were.

The draft resolution was not adopted, the Japanese representative voting against it (October 24th, 1931). The Council, after taking the vote, adjourned until November 16th.

The Chinese representative, after the meeting of October 24th, made the following declaration to the President of the Council on behalf of his Government:

"China, like every Member of the League of Nations, is bound by the Covenant to 'a scrupulous respect for all treaty obligations'. The Chinese Government for its part is determined loyally to fulfil all its obligations under the Covenant. It is prepared to give proofs of this intention by undertaking to settle all disputes with Japan as to treaty interpretation by arbitration or judicial settlement, as provided in Article 13 of the Covenant.

"In pursuance of this purpose, the Chinese Government is willing to conclude with Japan a treaty of arbitration similar to that recently concluded between China and the United States of America, or to those concluded of recent years in increasing numbers between Members of the League."

### 3. Development of Japanese Military Operations in North Manchuria.

After the Council meeting in October, further Japanese military operations took place in Manchuria in the neighbourhood of the bridges carrying the Taonan-Angangchi railway over the River Nonni. These bridges had been destroyed in October by the Chinese troops of the President of the Heilungkiang provincial government, General Ma Chan-shan, in order to stop the advance of General Chang Hai-peng who, according to the Chinese, had taken the offensive at the instigation of the Japanese. To justify Japanese intervention for the repair of these bridges, the Tokio Government had represented to the Chinese Government that the Taonan-Angangchi Railway had been built by the South Manchuria Company under a

contract; that the Chinese authorities had not yet paid their debt; that they had refused to convert that debt into a loan, and that the railway might therefore be regarded as belonging to the South Manchuria Company, which had a great interest in preserving the property and in maintaining traffic on the line.

On November 2nd, the Japanese Government stated that, at the request of the South Manchuria and the Taonan-Angangchi Railway Administration, a company of sappers had been sent on that day to repair the railway bridge under the protection of troops (infantry, artillery, and air forces).

The Japanese troops came into contact with the Chinese forces, which refused to retire and were driven back. In November, the Japanese troops reached and even crossed the Chinese Eastern Railway, and took Angangchi and subsequently Tsitsihar (November 19th).

### 4. Measures for the Reorganisation of the Civil Administration in Manchuria.

While military operations were thus spreading towards the North of Manchuria, progress was made with the reorganisation of the civil administration. At Mukden, in particular, after the disorganisation caused by the incident of September 18th, the administration of the municipality was first entrusted to the Japanese Colonel Dohara and later, on October 20th, to a Chinese Mayor, Dr Chao Hsin-po, Doctor of Law of the University of Tokio. Efforts were also made to organise a Liaoning provincial administration in opposition to the former administration which had taken refuge at Chinchow. The "Committee for the Maintenance of Peace and Order," constituted on September 24th, became in October the office of the autonomous Government of the Province of Liaoning. The latter in turn was converted, on November 7th, into an acting Provincial Government of Liaoning, which announced that it was breaking off relations with the former North-Eastern Government and with the Nationalist Government at Nanking. At the same time, a Supreme Advisory Council was established, whose duties included those of directing and supervising the Provincial Government and encouraging the development of local autonomy. All the new authorities, as also the banks of issue, had received Japanese advisers, who were, in many cases, influential officials of the South Manchurian Railway.



The representative of China insisted that the Japanese army was responsible for setting up and maintaining, at Mukden, Kirin and other points in its occupation, these new authorities, who were the "puppets and creatures of the Japanese Army Command."

The representative of Japan replied that the "Japanese authorities had no alternative but to encourage the formation by the Chinese themselves of bodies responsible for the maintenance of order. . . . The efficient performance of their duties by those bodies would make much easier the rapid withdrawal of troops, which was desired by the Japanese Government, as had been formally stated on several occasions."

Moreover, several reports from Dr. Frederick A. Cleveland, Associate Chief Inspector of the Salt Revenue, were communicated to the Council in November 1931 by the Chinese delegation. These reports stated that the Japanese military authorities were forcibly seizing the salt revenues in the Manchurian towns. It was urged in a Japanese communication that the "action of the military authorities in intervening to transfer the surplus revenues of the Chinese Salt Tax Office to another Chinese body (the local Committee for the Maintenance of Order) could not be regarded as unjustifiable."

#### 5. Session of the Council in November-December 1931.—*Constitution of a Commission of Enquiry.*

Meanwhile, the Council met in Paris on November 16th, 1931, and, on November 21st, a Japanese proposal for a Commission of Enquiry to be sent to the Far East was put forward, "the creation and despatch of this Commission in no way modifying the Japanese Government's sincere desire to withdraw its troops as quickly as possible within the South Manchuria Railway zone in pursuance of the resolution of September 30th."

This proposal was considered, and, on December 10th, the Council adopted the following resolution:

"The Council,

"(1) Reaffirms the resolution passed unanimously by it on September 30th, 1931, by which the two parties declare that they are solemnly bound: it therefore calls upon the Chinese and Japanese Governments to take all steps necessary to assure its execution, so that the withdrawal of the Japanese troops within the railway zone

may be effected as speedily as possible under the conditions set forth in the said resolution;

"(2) Considering that events have assumed an even more serious aspect since the Council meeting of October 24th;

"Notes that the two parties undertake to adopt all measures necessary to avoid any further aggravation of the situation and to refrain from any initiative which may lead to further fighting and loss of life;

"(3) Invites the two parties to continue to keep the Council informed as to the development of the situation;

"(4) Invites the other Members of the Council to furnish the Council with any information received from their representatives on the spot;

"(5) Without prejudice to the carrying out of the above-mentioned measures,

"Desiring, in view of the special circumstances of the case, to contribute towards a final and fundamental solution by the two Governments of the questions at issue between them:

"Decides to appoint a Commission of five members to study on the spot and to report to the Council on any circumstance which, affecting international relations, threatens to disturb peace between China and Japan, or the good understanding between them, upon which peace depends

"The Governments of China and of Japan will each have the right to nominate one assessor to assist the Commission.

"The two Governments will afford the Commission all facilities to obtain on the spot whatever information it may require

"It is understood that, should the two parties initiate any negotiations, these would not fall within the scope of the terms of reference of the Commission, nor would it be within the competence of the Commission to interfere with the military arrangements of either party.

"The appointment and deliberations of the Commission shall not prejudice in any way the undertaking given by the Japanese Government in the resolution of September 30th as regards the withdrawal of the Japanese troops within the railway zone

"(6) Between now and its next ordinary session, which will be held on January 25th, 1932, the Council, which remains seized of the matter, invites its President to follow the question and to summon it afresh if necessary"

The President (the French representative, M. Brand) emphasised, when he submitted the resolution, the great importance which the Council attached to its resolution of September 30th, 1931, and its conviction that the two Governments would carry out to the full the engagements which they had assumed under it. He further stated that it was indispensable and urgent that the two parties should abstain from any initiative which might lead to further fighting and from any other action likely to aggravate the situation.

The Government of the United States, on the adoption of the resolution of December

roth, expressed its gratification that definite progress had been made.

6. *Japanese Operations against Chinchow.—Disappearance of the Last Remains of Chinese Authority in South Manchuria.*

While the Council was drawing up the text of this resolution, the two parties repeatedly called its attention to the danger of military operations spreading to South-West Manchuria, and efforts were made to establish a neutral zone between the Japanese troops and those of Marshal Chang Hsueh-liang at Chinchow. These efforts were unsuccessful. The representative of Japan, referring at the time of its adoption to paragraph 2 of the resolution of December 1931, stated that he accepted it "on the understanding that it was not intended to preclude the Japanese forces from taking such action as might be rendered necessary to provide directly for the protection of the lives and property of Japanese subjects against the activities of bandits and lawless elements rampant in various parts of Manchuria. Such action was admittedly an exceptional measure called for by the special situation prevailing in Manchuria, and its necessity would naturally be obviated when normal conditions should have been restored in that region."

On December 23rd, a Japanese offensive was launched in the direction of Chinchow, which was occupied on January 3rd, 1932. The Japanese forces then advanced as far as the Great Wall and established contact with Japanese troops stationed at Shan-hai-kwan to the south of the Wall. As the result of these operations, Chinese constituted authority disappeared entirely from South Manchuria.

7. *The Shanghai Hostilities.—Origin of the Hostilities.*

Outside Manchuria from January 1932 onwards, the situation became worse also at Shanghai.

In connection with Shanghai, the League received four reports on events from their beginning up to March 5th from the Consular Commission\* which was set up on the spot early in February 1932. Later events are described in the report of the Commission of Enquiry, which was constituted as already

explained in January 1932 and arrived at Shanghai on March 14th.

In this port, as in other parts of China, the serious anti-Chinese riots which had occurred in Korea, as described in the reports of the Commission of Enquiry,† led, from July 1931 onwards, to a boycott of Japanese goods. The occupation of Manchuria by Japanese troops intensified the boycott with, in certain cases, the active support of official organisations and of the Chinese Government. Japanese trade suffered heavy losses. The tension between the nationals of the two countries became acute and serious incidents occurred, as a result of which the Japanese residents in Shanghai requested the despatch of troops and warships to put down the anti-Japanese movement. The Japanese Consul-General then presented five demands to the Chinese Mayor of Greater Shanghai.

The Mayor stated on January 21st that he had difficulty in complying with two of these demands (adequate control of the anti-Japanese movement, immediate dissolution of all anti-Japanese organisations engaged in fostering hostile feelings and anti-Japanese riots and agitation).

On the same day, the Admiral in command of the Japanese naval forces publicly announced that, if the reply of the Chinese Mayor were unsatisfactory, he was determined to take such measures as might be necessary to protect Japanese rights and interests. On January 24th, Japanese naval reinforcements arrived off Shanghai. Rumours were current that the Chinese troops in the Chinese quarter of Chapei were also being reinforced. On January 27th, the Japanese Consul-General asked for a satisfactory reply to his demands by 6 o'clock on the following morning. The Mayor, who had informed the representatives of the Powers of his intention to make all possible concessions to avoid a clash, succeeded in securing the closing down of the Anti-Japanese Boycott Association, and the Chinese police sealed various offices on the night of January 27th-28th. On the morning of January 28th, the Japanese Admiral notified the other foreign commanders of his intention to act on the following morning if the Chinese had not sent a satisfactory reply. The Municipal

\* The Commission consisted of the Consuls of Italy (Chairman), the United Kingdom, France, Norway, Germany and Spain. The Consul of the United States collaborated in the work of the Commission.

† The report of the Commission of Enquiry describes on page 62 of 107, the incidents which arose between Chinese and Korean farmers at Wanpooshan (Manchuria) and how sensational and inaccurate accounts of these incidents provoked a massacre of Chinese in Korea.

Council of the International Settlement met and decided that a state of emergency should be declared as from 4 p.m. on the same day. At 4 p.m. the Japanese Consul-General informed the consular body that a Chinese reply accepting all the Japanese demands had been received, that this reply was entirely satisfactory and that, for the moment, no action would be taken.

Meanwhile, the Defence Committee of the International Settlement carrying out the plans called for by a state of emergency assigned to the different foreign forces the sectors they would have to defend. The Japanese sector, as fixed by the Defence Committee, included not only a part of the Settlement but a salient extending beyond it, bounded on the west by the Shanghai-Woosung Railway. The Japanese naval headquarters are situated near the northern extremity of this salient and in normal times there are posts of Japanese marines on two roads—North Szechuen Road and Dixwell Road—which belong to the Shanghai Municipal Council. At 11 p.m., the Japanese Admiral, referring to the state of emergency, announced that the Imperial Navy, anxious as to the situation in Chapei, where numerous Japanese nationals resided, had decided to send troops to this sector and hoped that the Chinese forces stationed at Chapei would be speedily withdrawn to the west of the railway.

One hour later Japanese marines and armed civilians proceeded towards the railway, the last detachment attempted to reach the station by the Honan Road gate leading out of the Settlement and the defence sectors. It was stopped by the Shanghai Volunteer Corps, who were guarding this sector and who had received strict orders based on the principle that the duty of defence forces was to defend and not to attack.

The Japanese troops sent to the Chapei sector in conformity with the plan of defence came into contact with the Chinese troops which, as the first report of the Consular Commission notes, would not have had time to withdraw even had they wished to do so.

8 *The Shanghai Hostilities.—Discussions of the Council.—Reference to Article 10 of the Covenant.—First Discussions of the Assembly under Article 15.—Termination of the Shanghai Hostilities.*

This was the beginning of the battle of Shanghai, which the Council, then in session at Geneva, and the Powers having special interests in Shanghai repeatedly endeavoured

to stop. It was immediately after the serious incidents described above that China, on January 29th, asked that the dispute should be dealt with under Articles 10 and 15.

On February 16th, the Members of the Council other than China and Japan addressed to the Japanese Government an urgent appeal calling attention to Article 10 of the Covenant from which it appeared to them to follow that "no infringement of the territorial integrity and no change in the political independence of any Member of the League brought about in disregard of that article ought to be recognised as valid and effectual by Members of the League."

On February 19th, the Council, at the request of China, referred the dispute to the Assembly. The Assembly was convened to meet on March 3rd.

The Council, before the Assembly met, made a last effort to stop the fighting by proposing on February 29th that a round-table conference should be set up in Shanghai, subject to the making of local arrangements for a cessation of hostilities.

The proposal of the Council was not carried into effect. As fighting continued, the Assembly, after hearing the representatives of the two parties on March 3rd, adopted the following resolution on March 4th:

"The Assembly,

"Recalling the suggestions made by the Council on February 29th and without prejudice to the other measures therein envisaged:

"(1) Calls upon the Governments of China and Japan to take immediately the necessary measures to ensure that the orders which, as it has been informed, have been issued by the military commanders on both sides for the cessation of hostilities, shall be made effective;

"(2) Requests the other Powers which have special interests in the Shanghai Settlements to inform the Assembly of the manner in which the invitation set out in the previous paragraph is executed;

"(3) Recommends that negotiations be entered into by the Chinese and Japanese representatives, with the assistance of the military, naval and civilian authorities of the Powers mentioned above, for the conclusion of arrangements which shall render definite the cessation of hostilities and regulate the withdrawal of the Japanese forces. The Assembly will be glad to be kept informed by the Powers mentioned above of the development of these negotiations."

On March 5th, the Government of the United States of America intimated that the American military authorities at Shanghai had been instructed to co-operate.

The proposed negotiations began at Shanghai on March 14th. On two occasions, the Committee of Nineteen set up by the

Assembly intervened, at China's request, to smooth away difficulties. An armistice was finally signed at Shanghai on May 5th and the withdrawal of the Japanese troops began on the 6th. By May 31st, the divisions sent from Japan to Shanghai had been re-embarked, one of those divisions—the 14th—being sent to Manchuria. On July 1st, the Assembly was informed that Japanese naval landing troops, with very reduced effectives, were still temporarily stationed, in accordance with the agreement of May 5th, at a small number of posts adjacent to the Settlement and to the extra-Settlement roads. These detachments were afterwards withdrawn.

The Chinese consider that the Japanese intervention at Shanghai cost them 24,000 soldiers and civilians killed, wounded or missing, and they estimate their material losses at about 1,500 million Mexican dollars.

9. *Development of the Japanese Occupation in Manchuria.—Progress of Administrative Reorganisation.—The Constitution of "Manchukuo."*

While the Shanghai affair was progressing, the situation was also developing in Manchuria.

Harbin was occupied on February 5th by the Japanese army which, during the succeeding months, continued its operations against the remnants of the former Chinese army, the "volunteers," the "brigands" and other "irregulars." Guerilla warfare continued over a very large part of Manchuria.

Progress was also made with the administrative reorganisation, the first stages of which have already been mentioned above.

On February 17th, 1932, a supreme administrative council was constituted for the whole of Manchuria, and, on February 18th, this Council published a declaration of independence. On February 19th, the Japanese representative explained at a meeting of the Council in Geneva that in Manchuria "independence" was synonymous with "autonomy" and that "Japan had favourably regarded the establishment of this independence." On March 9th, the local administrations were amalgamated as an independent "State" under the name of "Manchukuo." M. Henry Pu-yi (the former Emperor Hsuan Tung) accepted the regency of this State.

The Chinese Government, which had already stated, on November 17th, 1931, that "the ex-Emperor was kidnapped and escorted by the Japanese from the Japanese

concession in Tientsin to Mukden for the purpose of establishing a bogus Government with himself proclaimed as Emperor," repeatedly denounced the establishment of the so-called State "which from the very beginning, and at every subsequent stage of its development, had been created and maintained at the instigation and with the assistance of the Japanese military forces in Manchuria."

10. *Discussions of the Assembly—Resolution of March 11th.—Decisions regarding the Time-limit for the Preparation of the Report under Article 15.*

Meanwhile the Assembly, continuing its examination of the dispute at Geneva, adopted, on March 11th, 1932, after a full discussion, the following resolution

"1.

"The Assembly,

"Considering that the provisions of the Covenant are entirely applicable to the present dispute, more particularly as regards

"(1) The principle of a scrupulous respect for treaties;

"(2) The undertaking entered into by Members of the League of Nations to respect and preserve as against external aggression the territorial integrity and existing political independence of all the Members of the League;

"(3) Their obligation to submit any dispute which may arise between them to procedures for peaceful settlement;

"Adopting the principles laid down by the acting President of the Council, M. Briand, in his declaration of December 16th, 1931;

"Recalling the fact that twelve Members of the Council again invoked those principles in their appeal to the Japanese Government on February 16th, 1932, when they declared 'that no infringement of the territorial integrity and no change in the political independence of any Member of the League brought about in disregard of Article 10 of the Covenant ought to be recognised as valid and effectual by Members of the League of Nations';

"Considering that the principles governing international relations and the peaceful settlement of disputes between Members of the League above referred to are in full harmony with the Pact of Paris, which is one of the corner-stones of the peace organisation of the world and under Article 2 of which 'the High Contracting Parties agree that the settlement or solution of all disputes or conflicts, of whatever nature and whatever origin they may be, which may arise among them shall never be sought except by pacific means';

"Pending the steps which it may ultimately take for the settlement of the dispute which has been referred to it.

"Proclaims the binding nature of the principles and provisions referred to above and declares that it is incumbent upon the Members of the

League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

## " II.

" The Assembly,

" Affirming that it is contrary to the spirit of the Covenant that the settlement of the Sino-Japanese dispute should be sought under the stress of military pressure on the part of either party :

" Recalls the resolutions adopted by the Council on September 30th, and on December 10th, 1931, in agreement with the parties,

" Recalls also its own resolution of March 4th, 1932, adopted in agreement with the parties, with a view to the definitive cessation of hostilities and the withdrawal of the Japanese forces, notes that the Powers Members of the League of Nations having special interests in the Shanghai Settlements are prepared to give every assistance to this end, and requests those Powers, if necessary, to co-operate in maintaining order in the evacuated zone.

## " III.

" The Assembly,

" In view of the request formulated on January 29th by the Chinese Government, invoking the application to the dispute of the procedure provided for in Article 15 of the Covenant of the League of Nations ;

" In view of the request formulated on February 12th by the Chinese Government that the dispute should be referred to the Assembly in conformity with Article 15, paragraph 9, of the Covenant and in view of the Council's decision of February 19th ;

" Considering that the whole of the dispute which forms the subject of the Chinese Government's request is referred to it and that it is under an obligation to apply the procedure of consultation provided for in paragraph 3 of Article 15 of the Covenant and, if necessary, the procedure in regard to recommendations provided for in paragraph 4 of the same article :

" Decides to set up a Committee of nineteen members—namely, the President of the Assembly, who will act as Chairman of the Committee, the Members of the Council other than the parties to the dispute and six other Members to be elected by secret ballot.

" This Committee, exercising its functions on behalf of and under the supervision of the Assembly, shall be instructed :

" (1) To report as soon as possible on the cessation of hostilities and the conclusion of arrangements which shall render definitive the said cessation and shall regulate the withdrawal of the Japanese forces in conformity with the Assembly resolution of March 4th, 1932 ;

" (2) To follow the execution of the resolutions adopted by the Council on September 30th and December 10th, 1931 ;

" (3) To endeavour to prepare the settlement of the dispute in agreement with the parties, in accordance with Article 15, paragraph 3, of the Covenant, and to submit a statement to the Assembly ;

" (4) To propose, if necessary, that the Assembly submit to the Permanent Court of International Justice a request for an advisory opinion ;

" (5) To prepare, if need be, the draft of the report provided for in Article 15, paragraph 4, of the Covenant ;

" (6) To propose any urgent measure which may appear necessary ;

" (7) To submit a first progress report to the Assembly as soon as possible and at latest on May 1st, 1932.

" The Assembly requests the Council to communicate to the Committee, together with any observations it may have to make, any documentation that it may think fit to transmit to the Assembly.

" The Assembly shall remain in session and its President may convene it as soon as he may deem this necessary."

On March 12th, the Government of the United States of America declared that the action of the Assembly would go far towards developing into terms of international law the principles of order and justice which underlay the Paris Pact and the League Covenant. The United States Government was especially gratified that the nations of the world were united on a policy not to recognise the validity of results attained in violation of the treaties in question, and this was a distinct contribution to international law and offered a constructive basis for peace.

On July 1st, 1932, having been informed that the report of the Commission of Enquiry could not be completed before September, the Assembly, after obtaining the consent of the two parties, decided to prolong, to the extent that might be strictly necessary, the time-limit of six months laid down in the Covenant for the preparation of its report.

In the letter addressed on June 24th to the representatives of China and Japan, proposing an extension of the time-limit laid down in the Covenant, the President of the Assembly said :

" . . . It is my duty to add that I have every confidence that the undertaking not to aggravate the situation entered into by the two parties before the Council and recorded by the latter on September 30th and December 10th (1931) in resolutions which retain their full executory force will be scrupulously observed. I am sure that you will agree with me that these resolutions will continue to be fully valid during the period for which the time-limit of six months may be extended. I would also refer you to the resolution which the Assembly adopted on March 11th, and in which it recalled the two resolutions of the Council."

After the adoption of the extension of the time-limit, the President referred to this passage of his letter and added :

"Such being the case, the decision just taken by the Assembly authorises me to declare that the parties must abstain from any action that might compromise the success of the work of the Commission of Enquiry or of any efforts the League may make with a view to a settlement.

"I would remind you also that, on March 11th, the Assembly proclaimed 'that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.'"

## II. *The Organisation of "Manchukuo."*— *Recognition of "Manchukuo" by Japan.*

Meanwhile the process of organising the Government of "Manchukuo" continued. The Government created a central bank and undertook the administration of the salt revenue (declaring its willingness to continue to pay an equitable proportion of the sums required for the service of the foreign loans secured on the receipts of the salt revenue), of the Customs (making a similar declaration as regards the loans and indemnities secured on the Customs revenue), of the postal services, etc.

A "Manchukuo" army was created with the assistance of Japanese officers engaged as advisers. In a communication dated April 8th, 1932, the Japanese Government announced that "the Japanese forces are at present providing the forces of the new Government in a friendly spirit with such assistance as they may need to restore and maintain order and tranquility."

According to the observations of the Japanese Government, dated November 18th, 1932, the presence of the Japanese troops in the country would "enable the principal bandit units to be wiped out within from two to three years."

The relations between Japan and the new State were defined after the dispatch to Changchun, capital of "Manchukuo," of General Muto, who, on August 8th, had been appointed Commander-in-Chief of the Kwantung Army and, at the same time, Ambassador Extraordinary and Plenipotentiary on Special Mission and Governor-General of Kwantung, in order to control the Consular service, the Government of the Leased Territory and all the Japanese forces in Manchuria. The new ambassador carried no credentials and the appointment was made unilaterally by Japan.

On September 15th, General Muto signed with the Prime Minister of "Manchukuo" a protocol containing the following provisions:

"Whereas Japan has recognised the fact that Manchukuo, in accordance with the free will of its inhabitants, has organised and established itself as an independent State, and,

"Whereas Manchukuo has declared its intention of abiding by all international engagements entered into by China in so far as they are applicable to Manchukuo,

"Now the Governments of Japan and Manchukuo have, for the purpose of establishing a perpetual relationship of good neighbourhood between Japan and Manchukuo, each respecting the territorial rights of the other, and also in order to secure the peace of the Far East, agreed as follows:

"(1) Manchukuo shall confirm and respect, in so far as no agreement to the contrary shall be made between Japan and Manchukuo in the future, all rights and interests possessed by Japan or her subjects within the territory of Manchukuo by virtue of Sino-Japanese treaties, agreements or other arrangements or of Sino-Japanese contracts, private as well as public;

"(2) Japan and Manchukuo, recognising that any threat to the territory or to the peace and order of the High Contracting Parties constitutes, at the same time, a threat to the safety and existence of the other, agree to co-operate in the maintenance of their national security, it being understood that such Japanese forces as may be necessary for this purpose shall be stationed in Manchukuo.

"The present protocol shall come into effect from the date of its signature. . . ."

"Manchukuo" was thus formally recognised by Japan. The Chinese Government protested against this recognition. It represented that, "following the precedent of her policy in Korea, Japan has established a virtual protectorate over Manchuria as a step towards annexation."

## 12. *Consideration by the Council of the Report of the Commission of Enquiry.*

The report of the Commission of Enquiry was signed at Peiping on September 4th, 1932, and was communicated to the two Governments and to the Members of the League on October 1st. The Japanese Government asked for a minimum period of six weeks in which to communicate its observations upon it to the Council, and the Council decided on September 24th to begin its consideration of the report at latest on November 21st.

On this occasion, the President of the Council (the representative of the Irish Free State, Mr. de Valera) expressed regret—with which the Special Committee of the Assembly at its public meeting on October 1st associated itself—that, before even the publication of the Commission's report, Japan, not

only by recognising but also by signing a treaty with what was known as the "Manchukuo" Government, had taken steps which could not but be regarded as calculated to prejudice the settlement of the dispute. "For almost a year," Mr. de Valera said, "the Council in its collective capacity and the individual Governments which composed it had scrupulously refrained from uttering any word of judgment on the merits of this grave dispute on the grounds that a Commission had been set up to investigate the dispute in all its bearings and that, until that Commission had reported, and its report had been considered by the organs of the League, the whole question was still to be regarded as *sub judice*."

The Council, at meetings held from November 21st to 28th, 1932, considered the report of the Commission and the observations of the parties. In reply to a question by the President, Lord Lytton stated, on behalf of the Commission of Enquiry, that the latter did not wish to add anything to its report.

As regards the recommendations contained in the report, the Council noted that it was not able to find in the declarations of the Chinese and Japanese representatives any measure of agreement between the parties which would enable it usefully to engage in a discussion and to submit observations or suggestions to the Assembly.

In these circumstances, the Council merely transmitted to the Assembly the report of the Commission of Enquiry, the observations of the parties and the Minutes of its meetings.

### 13. *Discussion of the Report of the Commission of Enquiry by the Assembly.—Attempt to Negotiate a Settlement.*

The Assembly met on December 6th, 1932. After a general discussion it adopted, on December 9th, the following resolution:

"The Assembly,

"Having received the report of the Commission of Enquiry set up under the resolution adopted on December 10th, 1931, by the Council, together with the observations of the parties and the Minutes of the Council meetings held from November 21st to 28th, 1932;

"In view of the discussions which took place at its meetings from December 6th to 9th, 1932:

"Requests the Special Committee appointed under its resolution of March, 12th, 1932:

"(1) To study the report of the Commission of Enquiry, the observations of the parties and the opinions and suggestions expressed in the Assembly, in whatever form they were submitted;

"(2) To draw up proposals with a view to the settlement of the dispute brought before it under the Council resolution dated February 19th, 1932;

"(3) To submit these proposals to the Assembly at the earliest possible moment."

The Special Committee of Nineteen drew up two draft resolutions and a statement of reasons indicating generally the basis on which it thought it possible to continue its endeavours to effect a settlement of the dispute.

These texts were as follows:

#### *Draft Resolution No. 1.*

"The Assembly,

"Recognising that, according to the terms of Article 15 of the Covenant, its first duty is to endeavour to effect a settlement of the dispute, and that consequently it is not at present called upon to draw up a report stating the facts of the dispute and its recommendations in regard thereto;

"Considering that, by its resolution of March 11th, 1932, it laid down the principles determining the attitude of the League of Nations in regard to the settlement of the dispute;

"Affirms that in such a settlement the provisions of the Covenant of the League of Nations, the Pact of Paris and the Nine-Power Treaty must be respected;

"Decides to set up a Committee whose duty will be to conduct, in conjunction with the parties, the negotiations with a view to a settlement, on the basis of the principles set out in Chapter IX of the report of the Commission of Enquiry, and having regard to the suggestions made in Chapter X of that report;

"Appoints, to form a Committee, the Members of the League represented on the Special Committee of Nineteen;

"Considering it desirable that the United States of America and the Union of Soviet Socialist Republics should consent to take part in the negotiations, entrusts to the above-mentioned Committee the duty of inviting the Governments of the United States of America and the Union of Soviet Socialist Republics to take part in these negotiations;

"Authorises it to take such measures as it may deem necessary for the successful execution of its mission;

"Requests the Committee to report on its work before March 1st, 1933

"The Committee will have power to fix, in agreement with the two parties, the time-limit referred to in the Assembly resolution of July 1st, 1932; should the two parties fail to agree on the duration of such a time-limit, the Committee will, simultaneously with the presentation of its report, submit proposals to the Assembly on the subject.

"The Assembly shall remain in session, and its President may convene it as soon as he may deem this necessary."

#### *Draft Resolution No. 2.*

"The Assembly thanks the Commission of Enquiry appointed in virtue of the Council's

resolution of December 10th, 1931, for the valuable assistance it has afforded to the League of Nations and declares that its report will stand as an example of conscientious and impartial work."

#### *Statement of Reasons.*

"The Assembly, in its resolution of December 9th, 1932, requested its Special Committee:

"(1) To study the report of the Commission of Enquiry, the observations of the parties, and the opinions and suggestions expressed in the Assembly, in whatever form they were submitted;

"(2) To draw up proposals with a view to the settlement of the dispute brought before it under the Council resolution dated February 19th, 1932;

"(3) To submit these proposals to the Assembly at the earliest possible moment"

"If the Committee had had to lay before the Assembly a picture of events and an appreciation of the general situation, it would have found all the elements necessary for such a statement in the first eight chapters of the report of the Commission of Enquiry, which, in its opinion, constitute a balanced, impartial and complete statement of the principal facts.

"But the time has not come for such a statement. In accordance with Article 15, paragraph 3, of the Covenant, the Assembly must first of all endeavour to effect a settlement of the dispute by conciliation, and, if such efforts are successful, it shall publish a statement giving such facts as it may deem appropriate. If it fails, it is its duty, in virtue of paragraph 4 of the same article, to make a statement of the facts of the dispute and recommendations in regard thereto.

"So long as the efforts on the basis of Article 15, paragraph 3, are continued, a sense of the responsibilities placed on the Assembly in the various contingencies provided for in the Covenant obliges it to maintain a particular reserve. Hence, the Committee has confined itself, in the draft resolution which it is to-day submitting to the Assembly, to making proposals with a view to conciliation.

"By the Assembly's resolution of March 11th, the Special Committee was instructed to endeavour to prepare the settlement of the dispute in agreement with the parties. Since, on the other hand, it is desirable that the United States of America and the Union of Soviet Socialist Republics should join in the efforts made in collaboration with the representatives of the parties, it is proposed that the Governments of these two countries should be invited to take part in the negotiations.

"In order to avoid misunderstandings, and to make it plain that what is contemplated at the present stage with the co-operation of two countries not Members of the League is solely the negotiation of a settlement by conciliation, the Special Committee suggests that it should be regarded for this purpose as a new Committee responsible for conducting negotiations and should be authorised in this capacity to invite the Governments of the United States of America and the Union of Soviet Socialist Republics to take part in its meetings.

"The Negotiations Committee will have all the powers necessary for the execution of its mission. In particular, it may consult experts. It may, if it thinks fit, delegate part of its powers to one or more sub-committees, or to one or more particularly qualified persons.

"The members of the Negotiations Committee will be guided as regards matters of law by Parts I and II of the Assembly resolution of March 11th, 1932, and, as regards matters of fact, by the findings set out in the first eight chapters of the report of the Commission of Enquiry. As regards the solutions to be considered, they will seek them on the basis of the principles set out in Chapter IX of the report of the Commission of Enquiry and having regard to the suggestions made in Chapter X of the said report.

"In this connection, the Committee of Nineteen considers that, in the special circumstances which characterise the dispute, a mere return to the conditions previous to September 1931, would not suffice to ensure a durable settlement, and that the maintenance and recognition of the present régime in Manchuria could not be regarded as a solution."

On December 15th, the two draft resolutions and the statement of reasons were submitted to the parties. The Chinese and Japanese delegations proposed amendments and the President of the Committee and the Secretary-General were authorised to enter into conversations with them. On December 20th, the Committee decided to adjourn until January 16th, 1933, at latest, in order to enable the conversations to continue.

#### *14. Japanese Military Operations at Shan-haikwan within the Great Wall.*

Early in January 1933 occurred the serious incidents at Shan-haikwan. Situated at the extremity of the Great Wall, halfway between Peiping and Mukden, this city has always been regarded as of great strategic importance. It is on the route followed by invaders who, coming from Manchuria, wish to penetrate into what is now the province of Hopei. Moreover, from Hopei is the easiest route into Jehol, a province which Japan regards as forming part of "Manchukuo." It was from the north of Hopei that, according to Japanese communications, Marshal Chang Hsueh-liang was sending considerable forces into Jehol and that, according to Chinese communications, the Japanese army intended to begin large-scale operations in Jehol.

A Japanese communication of December 29th, 1932, reported that during the last few days the mobilisation of Chinese troops directed against Jehol was especially marked. The Japanese delegation further stated on January 4th, 1933, that the



Japanese authorities at Peiping had vainly endeavoured to persuade General Chang to stop this movement of forces, and that in these circumstances of "tension and anxiety" an incident had occurred at Shanhaikwan on the night of January 1st-2nd.

Units of the Japanese army of Kwantung passed the Great Wall and the town was attacked. It was occupied on January 3rd.

The Chinese Government asserts that, during this operation, thousands of peaceful citizens were slaughtered. It addressed a protest on January 11th to the Powers signatories of the Protocol of 1901 against the unlawful advantage taken by Japan of a special privilege claimed under the Protocol. It declared that it could not assume any responsibility for a situation resulting from the exercise by Chinese defensive forces of their legitimate right to resist the aggressive acts of the Japanese troops.

#### 15. *Failure of the Procedure for Negotiating a Settlement.*

The Committee of Nineteen met again on January 16th, 1933. It noted that, though the conversations with the representatives of the parties concerning the draft resolutions and the statement of reasons framed by it had continued, no new proposal had been received apart from the amendments submitted in December by the Chinese and Japanese delegations. The Japanese delegation, however, had stated that it was in communication with its Government regarding new proposals which would be submitted within forty-eight hours.

The Committee received these proposals on January 18th. It noted that they differed in several fundamental points from those which it had communicated to the parties on December 15th. As, however, the Japanese delegation, when submitting the new proposals of its Government, had specially emphasised that the latter attached great importance to the stipulation that the body to be appointed for the settlement of the dispute should include only Members of the League, the Committee of Nineteen felt that, if this were the only objection raised by Japan to the texts which had been communicated, it should not be impossible to settle the question in consultation with the parties. It therefore asked for supplementary information, particularly on the point whether, if this difficulty were overcome, Japan would be prepared to accept the draft resolution No. 1 of December 15th. The Committee thought it should await the

Japanese reply on this point before continuing its conversations with the Chinese delegation, whose proposals did not differ so fundamentally as those of Japan from the texts communicated to the two parties.

On January 21st, the Committee noted that the effects of the statements made by the Japanese delegate to its Chairman and to the Secretary-General was that the Japanese Government was not prepared to accept draft resolution No. 1, even if the provision that non-Member States be invited to participate in the negotiations for a settlement were eliminated from the draft.

The Japanese delegation, in making these statements, had submitted new proposals on behalf of its Government.

The Committee, after examining these proposals, together with the amendments submitted by the Chinese delegation to the Committee's texts of December 15th, could do no more than note that it was impossible to frame a draft resolution acceptable to the two parties. The importance attached by the Chinese delegation and by the Committee itself to the participation of the United States of America and of the Union of Soviet Socialist Republics in the negotiation of a settlement made it impossible to eliminate at the sole request of Japan the provision concerning the invitation to those States, if the Committee must at the same time modify in the sense of the Japanese proposals the other provisions of draft resolution No. 1.

The Committee further noted that, even if it agreed to transform the statement of reasons into a declaration made by the Chairman on behalf of the Committee, to which the parties would be free to submit reservations, the Japanese Government did not accept the text established by the Committee on December 15th, but asked, in its new proposals, that important amendments to the text should be made which the Committee could not accept.

In view of this situation, the Committee of Nineteen noted that, after endeavouring to prepare, in accordance with the mission entrusted to it, the settlement of the dispute in agreement with the parties, it appeared to it to be impossible to submit proposals to that effect to the Assembly.

The Committee, therefore, in execution of the task entrusted to it under Part III (paragraph 5) of the resolution of March 11th, 1932, has prepared the present draft report as contemplated in Article 15, paragraph 4, of the Covenant.

In deciding to begin the preparation of this draft report, the Committee did not fail to point out that the Assembly was alone competent to apply, after the failure of the negotiations, the provisions of Article 15, paragraph 4. The Committee therefore remained at the disposal of the parties for any further proposals they might desire to communicate to it.

On February 8th, the Japanese representative submitted to the Committee further amendments to the text prepared on December 15th. On February 9th, the Committee, after considering these amendments, deemed it desirable to ask for further information in regard thereto, in particular whether the Japanese Government accepted as one of the bases for the contemplated conciliation Principle 7 in Chapter IX of the report of the Commission of Enquiry regarding the establishment in Manchuria of a large measure of autonomy consistent with the sovereignty and administrative integrity of China. This question was sub-

mitted to the Japanese delegation in a letter of the same date.

The Japanese Government replied on February 14th that it was convinced that the maintenance and recognition of the independence of "Manchukuo" were the only guarantee of peace in the Far East, and that the whole question would eventually be solved between Japan and China on that basis. In reply to this communication the Committee, to its deep regret, felt bound to hold that the Japanese proposals put forward on February 8th did not afford an acceptable basis for conciliation. It added that it was, of course, willing to examine up to the date of the final meeting of the Assembly any further proposals which the Japanese Government might wish to make, but that it was sure that the Japanese delegation would realise that any aggravation of the existing situation must render more difficult, if not indeed frustrate, further efforts at conciliation.

On the same date the Committee adopted the draft of the present report.

## PART III.

## CHIEF CHARACTERISTICS OF THE DISPUTE.

It will be seen from this review that for more than sixteen months the Council or Assembly has continuously tried to find a solution for the Sino-Japanese dispute. Numerous resolutions have been adopted based on various articles of the Covenant and other international agreements. The complexity, to which reference has already been made, of the historical background of the events, the special legal situation of Manchuria, where Japan, as will be noted later, exercised within Chinese territory extensive rights; finally, the involved and delicate relations existing in fact between the Chinese and Japanese authorities in certain parts of Manchuria justified and rendered necessary the prolonged efforts of negotiation and enquiry made by the League. However, the hopes entertained by the Council and the Assembly of an improvement in the situation, arising from the declarations of the parties and the resolutions adopted with their participation, were disappointed. The situation, on the contrary, tended to grow constantly worse. In Manchuria, or other parts of the territory of a Member of the League, military operations, which the report of the Commission of Enquiry has described as "war in disguise," continued and still continue.

Having considered the principal features of the dispute, the Assembly has reached, in particular, the following conclusions and noted the following facts:

1. The dispute between China and Japan which is submitted to the Assembly originated in Manchuria, which China and foreign Powers have always regarded as an integral part of China under Chinese sovereignty. In its observations on the report of the Commission of Enquiry, the Japanese Government contests the argument that the rights conferred on Russia and subsequently acquired by Japan "in the extremely limited area known as the Southern Manchuria Railway zone" conflict with Chinese sovereignty. "They were, on the contrary, derived from the sovereignty of China."

The rights conferred by China on Russia and subsequently on Japan derive from the sovereignty of China. Under the Treaty of Peking in 1905, "the Imperial Chinese Government consented to all the transfers and assignments made by Russia to Japan" under the Treaty of Portsmouth. In 1915, it was to China that Japan addressed demands

for the extension of her rights in Manchuria and it was with the Government of the Chinese Republic that, following on these demands, the Treaty of May 25th, 1915, was concluded concerning South Manchuria and Eastern Inner Mongolia. At the Washington Conference, the Japanese delegation stated, on February 2nd, 1922, that Japan renounced certain preferential rights in South Manchuria and Eastern Inner Mongolia and explained that, "in coming to this decision, Japan had been guided by a spirit of fairness and moderation, having always in view China's sovereign rights and the principle of equal opportunity." The Nine-Power Treaty, concluded at the Washington Conference, applies to Manchuria as to every other part of China. Finally, during the first phase of the present conflict, Japan never argued that Manchuria was not an integral part of China.

2. Past experience shows that those who control Manchuria exercise a considerable influence on the affairs of the rest of China—at least of North China—and possess unquestionable strategic and political advantages. To cut off these provinces from the rest of China cannot but create a serious irredentist problem likely to endanger peace.

3. The Assembly, in noting these facts, is not unmindful of the tradition of autonomy existing in Manchuria. That tradition, in one extreme case, and in a period of particular weakness on the part of the Central Government of China, made it possible, for instance, for the plenipotentiaries of Marshal Chang Tso-lin to conclude, in the name of the "Government of the autonomous three Eastern Provinces of the Republic of China," the agreement of September 20th, 1924, with the Union of Soviet Socialist Republics concerning the Chinese Eastern Railway, navigation, the delimitation of frontiers, etc. It is obvious from the provisions of that agreement, however, that the Government of the autonomous three Eastern Provinces did not regard itself as the Government of a State independent of China, but believed that it might itself negotiate with the Union of Soviet Socialist Republics on questions affecting the interests of China in the three provinces, though the Central Government had, a few months previously, concluded an agreement on these questions with the self-same Power.

This autonomy of Manchuria was also shown by the fact that, first, Marshal Chang Tso-lin and later Marshal Chang

Hsueh-liang were the heads both of the civil and military administration and exercised the *effective power in the three provinces* through their armies and their officials. The independence proclaimed by Marshal Chang Tso-lin at different times never meant that either he or the people of Manchuria wished to be separated from China. His armies did not invade China as if it were a foreign country but merely as participants in the civil war. Through all its wars and periods of "independence," Manchuria remained an *integral part of China*. Further, since 1928, Marshal Chang Hsueh-liang has recognised the authority of the Chinese National Government.

4. During the quarter of a century ending in September 1931, the political and economic ties uniting Manchuria with the rest of China grew stronger, while, at the same time, the interests of Japan in Manchuria did not cease to develop. Under the Chinese Republic, the "three Eastern Provinces" constituting Manchuria were thrown wide to the immigration of Chinese from the other provinces who, by taking possession of the land, have made Manchuria in many respects a simple extension of China north of the Great Wall. In a population of about 30 millions, it is estimated that the Chinese or assimilated Manchus number 28 millions. Moreover, under the administration of Marshals Chang Tso-lin and Chang Hsueh-liang, the Chinese population and Chinese interests have played a much more important part than formerly in the development and organisation of the economic resources of Manchuria.

On the other hand, Japan had acquired or claimed in Manchuria rights the effect of which was to restrict the exercise of sovereignty by China in a manner and to a degree quite exceptional. Japan governed the leased territory of Kwantung, exercising therein what amounted in practice to full sovereignty. Through the medium of the South Manchuria Railway, she administered the railway zones, including several towns and important parts of populous cities, such as Mukden and Changchun. In these areas, she had control of the police, taxes, education, and public utilities. She maintained armed forces in certain parts of the country; the army of Kwantung in the leased territory; railway guards in the railway zones; consular police in the various districts. Such a state of affairs might perhaps have continued without leading to complications and incessant

disputes if it had been freely desired or accepted by both parties and if it had been the expression and manifestation of a well-understood policy of close economic and political co-operation. But, in the absence of such conditions, it was bound to lead to mutual misunderstandings and conflicts. The interconnection of respective rights, the uncertainty at times of the legal situation, the increasing opposition between the conception held by the Japanese of their "special position" in Manchuria, and the claims of Chinese nationalism were a further source of numerous incidents and disputes.

5. Before September 18th, 1931, each of the two parties had legitimate grievances against the other in Manchuria, Japan taking advantage of rights open to question and the Chinese authorities putting obstacles in the way of the exercise of rights which could not be contested. During the period immediately preceding the events of September 18th, various efforts were made to settle the questions outstanding between the two parties by the normal method of diplomatic negotiations and pacific means, and these means had not been exhausted. Nevertheless, the tension between Chinese and Japanese in Manchuria increased, and a movement of opinion in Japan advocated the settlement of all outstanding questions—if necessary, by force.

6. The present period of transition and national reconstruction in China, despite the efforts of the Central Government and the considerable progress already achieved, necessarily involves political disturbances, social disorder, and disruptive tendencies inseparable from a state of transition. It calls for the employment of a policy of international co-operation. One of the methods of that policy would be that the League of Nations would continue to afford China the technical assistance in modernising her institutions which her Government might request with a view to enabling the Chinese people to reorganise and consolidate the Chinese State.

The full application of the policy of international co-operation initiated at the Washington Conference, the principles of which are still valid, has been delayed, chiefly by the violence of the anti-foreign propaganda carried on in China from time to time. In two respects—the use of the economic boycott and anti-foreign teaching in schools—this propaganda has been pushed to such lengths that it has contributed to

creating the atmosphere in which the present dispute broke out.

7. The use of the boycott by the Chinese previous to the events of September 18th, 1931, to express their indignation at certain incidents or to support certain claims could not fail to make a situation which was already tense still more tense.

The use of the boycott by China, subsequent to the events of September 18th, 1931, falls under the category of reprisals.

8. The object of the provisions of the Covenant of the League of Nations regarding the settlement of disputes is to prevent the tension between nations becoming such that a rupture appears to be inevitable. The Commission of Enquiry found that each of the issues between China and Japan was in itself capable of settlement by arbitral procedure. It is precisely because the accumulation of these issues increased the tension between the two nations that it was incumbent on the nation which regarded itself as injured to draw the attention of the League of Nations to the situation when diplomatic negotiations were unduly protracted.

Article 12 of the Covenant contains formal obligations as regards the pacific settlement of disputes.

9. Without excluding the possibility that, on the night of September 18th-19th, 1931, the Japanese officers on the spot may have believed that they were acting in self-defence, the Assembly cannot regard as measures of self-defence the military operations carried out on that night by the Japanese troops at Mukden and other places in Manchuria. Nor can the military measures of Japan as a whole, developed in the course of the dispute, be regarded as measures of self-defence. Moreover, the adoption of measures of self-defence does not exempt a State from complying with the provisions of Article 12 of the Covenant.

10. Since September 18th, 1931, the activities of the Japanese military authorities, in civil as well as in military matters, have been marked by essentially political considerations. The progressive military occupation of the Three Eastern Provinces removed in succession all the important towns in Manchuria from the control of the Chinese authorities, and, following each occupation, the civil administration was reorganised. A group of Japanese civil and military officials conceived, organised, and carried

through the Manchurian independence movement as a solution to the situation in Manchuria as it existed after the events of September 18th, and, with this object, made use of the names and actions of certain Chinese individuals and took advantage of certain minorities and native communities that had grievances against the Chinese administration. This movement, which rapidly received assistance and direction from the Japanese General Staff, could only be carried through owing to the presence of the Japanese troops. It cannot be considered as a spontaneous and genuine independence movement.

11. The main political and administrative power in the "Government" of "Manchukuo," the result of the movement described in the previous paragraph, rests in the hands of Japanese officials and advisers, who are in a position actually to direct and control the administration; in general, the Chinese in Manchuria, who, as already mentioned form the vast majority of the population, do not support this "Government" and regard it as an instrument of the Japanese. It should also be noted that, after the Commission of Enquiry completed its report and before the report was considered by the Council and the Assembly, "Manchukuo" was recognised by Japan. It has not been recognised by any other State, the Members of the League in particular being of opinion that such recognition was incompatible with the spirit of the resolution of March 11th, 1932.

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The situation which led up to the events of September 18th, 1931, presents certain special features. It was subsequently aggravated by the development of the Japanese military operations, the creation of the "Manchukuo Government" and the recognition of that "Government" by Japan. Undoubtedly the present case is not that of a country which has declared war on another country without previously exhausting the opportunities for conciliation provided in the Covenant of the League of Nations; neither is it a simple case of the violation of the frontier of one country by the armed forces of a neighbouring country, because in Manchuria, as shown by the circumstances noted above, there are many features without an exact parallel in other parts of the world. It is, however, indisputable that, without any declaration of war, a large part of Chinese territory has been forcibly seized

and occupied by Japanese troops and that, in consequence of this operation, it has been separated from and declared independent of the rest of China.

The Council, in its resolution of September 30th, 1931, noted the declaration of the Japanese representative that his Government would continue, as rapidly as possible, the withdrawal of its troops, which had already been begun, into the railway zone in proportion as the safety of the lives and property of Japanese nationals was effectively ensured, and that it hoped to carry out this intention in full as speedily as might be. Further, in its resolution of December 10th, 1931, the Council, re-affirming its resolution of September 30th, noted the undertaking of the two parties to adopt all measures necessary to avoid any further aggravation of the situation and to refrain from any initiative which might lead to further fighting and loss of life.

It should be pointed out in connection with these events that, under Article 10 of the Covenant, the Members of the League undertake to respect the territorial integrity and existing political independence of all Members of the League.

Lastly, under Article 12 of the Covenant, the Members of the League agree that, if there should arise between them any dispute likely to lead to a rupture, they will submit the matter either to arbitration or judicial settlement or to enquiry by the Council.

While at the origin of the state of tension that existed before September 18th, 1931, certain responsibilities would appear to lie on one side and the other, no question of Chinese responsibility can arise for the development of events since September 18th, 1931.

#### PART IV.

##### STATEMENT OF THE RECOMMENDATIONS.

This part sets forth the recommendations which the Assembly deems just and proper in regard to the dispute.

##### SECTION I.

The recommendations of the Assembly take into account the very special circumstances of this case and are based on the following principles, conditions and considerations:

(a) The settlement of the dispute should observe the provisions of the Covenant of the League, the Pact of Paris, and the Nine-Power Treaty of Washington.

Article 10 of the Covenant of the League provides that "the Members of the League undertake to respect and preserve as against external aggression the territorial integrity and existing political independence of all Members of the League."

According to Article II of the Pact of Paris, "the High Contracting Parties agree that the settlement or solution of all disputes or conflicts of whatever nature, or of whatever origin they may be, which may arise among them, shall never be sought except by pacific means."

According to Article I of the Nine-Power Treaty of Washington, "the Contracting Powers, other than China, agree to respect the sovereignty, the independence, and the territorial and administrative integrity of China"

(b) The settlement of the dispute should observe the provisions of Parts I and II of the Assembly resolution of March 11th, 1932.

In that resolution, which has already been quoted in this report, the Assembly considered that the provisions of the Covenant were entirely applicable to the present dispute, more particularly as regards:

(1) The principle of a scrupulous respect for treaties;

(2) The undertaking entered into by Members of the League of Nations to respect and preserve as against external aggression the territorial integrity and existing political independence of all the Members of the League;

(3) Their obligation to submit any dispute which may arise between them to procedures for peaceful settlement.

The Assembly has adopted the principles laid down by the President-in-Office of the Council in his declaration of December 10th, 1931, and has recalled the fact that twelve Members of the Council had again invoked those principles in their appeal to the Japanese Government on February 16th, 1932, when they declared that no infringement of the territorial integrity and no change in the political independence of any Member of the League brought about in disregard of Article 10 of the Covenant ought to be recognised as valid and effectual by Members of the League.

The Assembly has stated its opinion that the principles governing international relations and the peaceful settlement of disputes between Members of the League above referred to are in full harmony with the

Pact of Paris. Pending the steps which it might ultimately take for the settlement of the dispute which had been referred to it, it has proclaimed the binding nature of the principles and provisions referred to above and declared that it was incumbent upon the Members of the League not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

Lastly, the Assembly has affirmed that it is contrary to the spirit of the Covenant that the settlement of the Sino-Japanese dispute should be sought under the stress of military pressure on the part of either party, and has recalled the resolutions adopted by the Council on September 30th and December 10th, 1931, in agreement with the parties.

(c) In order that a lasting understanding may be established between China and Japan on the basis of respect for the international undertakings mentioned above, the settlement of the dispute must conform to the principles and conditions laid down by the Commission of Enquiry in the following terms:

*"1. Compatibility with the interests of both China and Japan.*

"Both countries are Members of the League and each is entitled to claim the same consideration from the League. A solution from which both did not derive benefit would not be a gain to the cause of peace.

*"2. Consideration for the interests of the Union of Soviet Socialist Republics.*

"To make peace between two of the neighbouring countries without regard for the interests of the third would be neither just nor wise, nor in the interests of peace.

*"3. Conformity with existing multilateral treaties.*

"Any solution should conform to the provisions of the Covenant of the League of Nations, the Pact of Paris, and the Nine-Power Treaty of Washington.

*"4. Recognition of Japan's interests in Manchuria.*

"The rights and interests of Japan in Manchuria are facts which cannot be ignored, and any solution which failed to recognise them and to take into account also the historical associations of Japan

with that country would not be satisfactory.

*"5. The establishment of new treaty relations between China and Japan.*

"A restatement of the respective rights, interests and responsibilities of both countries in Manchuria in new treaties, which shall be part of the settlement by agreement, is desirable if future friction is to be avoided and mutual confidence and co-operation are to be restored.

*"6. Effective provision for the settlement of future disputes.*

"As a corollary to the above, it is necessary that provision should be made for facilitating the prompt settlement of minor disputes as they arise.

*"7. Manchurian autonomy.*

"The Government in Manchuria should be modified in such a way as to secure, consistently with the sovereignty and administrative integrity of China, a large measure of autonomy designed to meet the local conditions and special characteristics of the Three Provinces. The new civil regime must be so constituted and conducted as to satisfy the essential requirements of good government.

*"8. Internal order and security against external aggression.*

"The internal order of the country should be secured by an effective local gendarmerie force, and security against external aggression should be provided by the withdrawal of all armed forces other than gendarmerie, and by the conclusion of a treaty of non-aggression between the countries interested.

*"9. Encouragement of an economic rapprochement between China and Japan*

"For this purpose a new commercial treaty between the two countries is desirable. Such a treaty should aim at placing on an equitable basis the commercial relations between the two countries and bringing them into conformity with their improved political relations

*"10. International co-operation in Chinese reconstruction.*

"Since the present political instability in China is an obstacle to friendship with Japan and an anxiety to the rest of the world (as the maintenance of peace in the Far East is a matter of international

concern), and since the conditions enumerated above cannot be fulfilled without a strong Central Government in China, the final requisite for a satisfactory solution is temporary international co-operation in the internal reconstruction of China, as suggested by the late Dr. Sun Yat-sen."

## SECTION II.

The provisions of this section constitute the recommendations of the Assembly under Article 15, paragraph 4, of the Covenant.

Having defined the principles, conditions and considerations applicable to the settlement of the dispute,

THE ASSEMBLY RECOMMENDS AS FOLLOWS.

1. Whereas the sovereignty over Manchuria belongs to China,

A. Considering that the presence of Japanese troops outside the zone of the South Manchuria Railway and their operations outside this zone are incompatible with the legal principles which should govern the settlement of the dispute, and that it is necessary to establish as soon as possible a situation consistent with these principles,

The Assembly recommends the evacuation of these troops. In view of the special circumstances of the case, the first object of the negotiations recommended hereinafter should be to organise this evacuation and to determine the methods, stages and time-limits thereof.

B. Having regard to the local conditions special to Manchuria, the particular rights and interests possessed by Japan therein, and the rights and interests of third States,

The Assembly recommends the establishment in Manchuria, within a reasonable period, of an organisation under the sovereignty of, and compatible with the administrative integrity of, China. This organisation should provide a wide measure of autonomy, should be in harmony with local conditions and should take account of the multilateral treaties in force, the particular rights and interests of Japan, the rights and interests of third States, and, in general, the principles and conditions reproduced in Section I (c) above; the determination of the respective powers of and relations between the Chinese Central Government and the local authorities should be made the subject of a Declaration by the Chinese Government having the force of an international undertaking.

2. Whereas, in addition to the questions dealt with in the two recommendations 1A

and 1B, the report of the Commission of Enquiry mentions in the principles and conditions for a settlement of the dispute set out in Section I (c) above certain other questions affecting the good understanding between China and Japan, on which peace in the Far East depends,

The Assembly recommends the parties to settle these questions on the basis of the said principles and conditions.

3. Whereas the negotiations necessary for giving effect to the foregoing recommendations should be carried on by means of a suitable organ,

The Assembly recommends the opening of negotiations between the two parties in accordance with the method specified hereinafter.

Each of the parties is invited to inform the Secretary-General whether it accepts, so far as it is concerned, the recommendations of the Assembly, subject to the sole condition that the other party also accepts them.

The negotiations between the parties should take place with the assistance of a Committee set up by the Assembly as follows. The Assembly hereby invites the Governments of Belgium, Great Britain, Canada, Czechoslovakia, France, Germany, the Irish Free State, Italy, The Netherlands, Portugal, Spain and Turkey each to appoint a member of the Committee as soon as the Secretary-General shall have informed them that the two parties accept the Assembly's recommendations. The Secretary-General shall also notify the Governments of the United States of America and of the Union of Soviet Socialist Republics of this acceptance and invite each of them to appoint a member of the Committee should it so desire. Within one month after having been informed of the acceptance of the two parties, the Secretary-General shall take all suitable steps for the opening of negotiations.

In order to enable the Members of the League, after the opening of negotiations, to judge whether each of the parties is acting in conformity with the Assembly's recommendations:

(a) The Committee will, whenever it thinks fit, report on the state of the negotiations, and particularly on the negotiations with regard to the carrying out of recommendations 1A and B above; as regards recommendation 1A, the Committee will in any case report within three months of the opening of negotiations. These reports shall be communicated by the Secretary-General to the



Members of the League and to the non-member States represented on the Committee ;

(b) The Committee may submit to the Assembly all questions relating to the interpretation of Section II of Part IV of the present report. The Assembly shall give this interpretation in the same conditions as those in which the present report is adopted, in conformity with Article 15, paragraph 10, of the Covenant.

### SECTION III.

In view of the special circumstances of the case, the recommendations made do not provide for a mere return to the *status quo* existing before September, 1931. They likewise exclude the maintenance and recognition of the existing regime in Manchuria, such maintenance and recognition being incompatible with the fundamental principles of existing international obligations and with the good understanding between the two countries on which peace in the Far East depends.

It follows that, in adopting the present report, the Members of the League intend to abstain, particularly as regards the existing regime in Manchuria, from any act which might prejudice or delay the carrying out of the recommendations of the said report.

They will continue not to recognise this regime either *de jure* or *de facto*. They intend to abstain from taking any isolated action with regard to the situation in Manchuria and to continue to concert their action among themselves as well as with the interested States not members of the League. As regards the Members of the League who are signatories of the Nine-Power Treaty, it may be recalled that, in accordance with the provisions of that Treaty: "Whenever a situation arises which, in the opinion of any one of them, involves the application of the stipulations of the present Treaty and renders desirable discussion of such application, there shall be full and frank communication between the contracting Powers concerned."

In order to facilitate as far as possible the establishment in the Far East of a situation in conformity with the recommendations of the present report, the Secretary-General is instructed to communicate a copy of this report to the States non-members of the League who are signatories of, or have acceded to, the Pact of Paris or of the Nine-Power Treaty, informing them of the Assembly's hope that they will associate themselves with the views expressed in the report, and that they will, if necessary, concert their action and their attitude with the Members of the League.





THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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Volume XIII (1933)



# INDEX

to the Monthly Summary of the League of Nations.

(Volume XIII—1933)

## Abbreviations.

Addit	=	Additional
Ctee.	=	Committee
Comm.	=	Commission
Conf.	=	Conference
Conv.	=	Convention
Govt.	=	Government
I L O.	=	International Labour Office
Int.	=	International
L of N.	=	League of Nations
Memo.	=	Memorandum
P M C.	=	Permanent Mandates Commission
Perm.	=	Permanent
Resol.	=	Resolution
Sec. Gen.	=	Secretary-General
Suppl.	=	Supplementary
U S A.	=	United States of America
U S S R.	=	Union of Soviet Socialist Republics

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